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Housing Element
San Diego County General Plan

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ENVIRONMENTAL DEVELOPMENT AGENCY
MAY 1975

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Acknowledgements

The Housing Element was prepared by County staff in concert with the Housing Subcommittee of the Citizens' Committee on the General Plan, and amended as suggested by the Planning Commission. This Subcommittee met frequently and diligently over the past nine months to define the housing problems of the unincorporated area and to find programs with which to address our housing needs. The Planning staff would like to take this opportunity to express their appreciation for the work and patient guidance of the Subcommittee.

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The Subcommittee extends its thanks to the Design Subcommittee of the San Diego Chapter of the American Institute of Architects for their help in preparing this Element.

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CERTIFICATES OF ADOPTION

I hereby certify that this plan is the Housing Element of the San Diego County General Plan and that it was approved by the San Diego County Planning Commission.

3/21/75
Date

Margaret E. Ferguson
Margaret E. Ferguson, Chairman

Attest: Bruce H. Warren, Secretary

I hereby certify that this plan is the Housing Element of the San Diego County General Plan and that it was adopted by the San Diego County Board of Supervisors.

5/15/75
Date

Lot Conde
Lot Conde, Chairman

Attest: Porter D. Cremans,
Clerk of the Board

Chapter 1

Introduction

The provision of adequate housing encompasses a wide variety of extremely complex issues. It deals, at minimum, with questions relating to:

1. The supply of new housing--the amount of land available for construction, costs of construction, labor and material, the amount and cost of money available to the private sector to produce housing.
2. The supply of existing housing--the amount and condition of existing housing stock; maintenance by landlords, tenants and homeowners; rental cost of housing; purchase cost.
3. The ability of the consumer to afford housing--income levels, unemployment and wage rates; the amount and rate of mortgage money available; rent levels and inflation rate.
4. The impact of governmental programs--affecting the supply and cost of money available for construction or for purchase of housing, the cost of construction itself, direct or indirect subsidies to consumers, and the location and quality of residential development.

There are only a limited number of actions that local governments can take to deal with housing problems. The cost and availability of housing depend heavily on the fiscal policies of the Federal Government and private lending institutions, as well as on the basic

health of the national economy. However, local governments have an obligation to act as effectively as possible in the housing area within the powers available to them.

AUTHORITY FOR THE ELEMENT

In recognizing the importance of the provision of adequate housing within any community, the State Legislature required in 1969(1) that all cities and counties prepare as part of the General Plan:

"A housing element . . . consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall make adequate provision for the housing needs of all economic segments of the community."

FORMAT OF THE ELEMENT

The Housing Element is divided into four chapters:

A Introduction which sets the tone and direction of the Element;

A Findings Section which describes the existing housing supply and analyzes problems peculiar to San Diego County;

A Goals Section outlining two major goals toward which housing policies and programs are directed; and

A Policies and Action Programs Section which outlines actions required to implement the Element.

Chapter 1

Introduction

ANALYSIS FOR THE CLINICAL

THEORY OF THE CLINICAL

The purpose of this chapter is to provide a general overview of the clinical analysis of behavior. It is intended to be a starting point for the reader's exploration of this field.

1.1 THE ANALYSIS OF BEHAVIOR

The analysis of behavior is a scientific approach to understanding behavior. It is based on the principles of learning and conditioning. The goal is to identify the environmental factors that influence behavior and to use this information to change behavior.

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The Housing Element is designed to address those issues required by State law and to be compatible with the State guidelines published by the California Council on Intergovernmental Relations.(2)

SCOPE OF THE HOUSING ELEMENT

The Housing Element was prepared between February and November, 1974, in concert with the Citizens' Advisory Housing Subcommittee for the General Plan. This group defined the scope of the Element, and after careful review and study, agreed upon an overall strategy for dealing with the County's housing problems.

The Housing Element addresses two major themes:

1. The impact of the present County regulatory systems on the provision of housing.
2. The provision of housing for families and individuals whose needs are not currently being met by the private residential market.

Admittedly, the scope of the subject is large and the availability of current data leaves much to be desired. It is expected that as a result of the 1975 special census and the programs recommended in Chapter 4, additional data will be forthcoming which may necessitate revision of portions of this Element.

POLICY ISSUES AND APPROACHES

The Housing Element Subcommittee, in reviewing the present housing situation in San Diego County and in looking at potential governmental actions that could support the provision of housing, concluded that the private sector generally provides adequately for the housing needs of middle and upper income persons. The predominant areas where governmental actions are required are in support of the provision of housing for lower income people.

Within the limits of the powers available to County government, the Element's policies and programs are based on the following approaches:

1. Reliance on the private sector to provide an adequate supply of housing for medium and high income households;
2. Establishment and expansion of the County's role in programs which assist the ability of lower income households to rent suitable housing.
3. Expansion of County planning and programs to preserve and maintain the existing housing stock which can be used to supply the housing needs of all households.
4. Investigation of a mandatory requirement that all appropriate residential developments contain a certain percentage of housing for moderate income households.

It is felt that the mandatory approach to the provision of moderate income housing could maximize:

1. Locational opportunity in housing choice for low and moderate income households.
2. The range of housing choices available to low and moderate income households.
3. The absolute number of housing units produced for low and moderate income households.
4. Equal treatment under the law for producers of housing.

In addition, it might minimize:

1. Public and private administrative costs associated with program implementation.
2. Potential delay in the development review process.

RELATIONSHIP TO COUNTY GROWTH POLICY

As a prerequisite to revision of the County land use regulatory system, the Board of Supervisors authorized preparation of an initial growth policy for the County. The specific relationships between housing and growth policies are discussed in detail later. However, for purposes of the Housing Element, it is assumed that growth in San Diego County will proceed at a level which ensures provision of a sufficient supply of housing for low and moderate income families and individuals consonant with the goals, policies and programs detailed in the Housing Element of the General Plan and the efficient provision of public service and maintenance of the environment.

3. Geographic impact caused by overproduction or concentration of housing units for low and moderate income households.
4. Economic hardship on "consumers" and "taxpayers."

JURISDICTIONAL ISSUES

The dynamics of housing supply, demand and need are regional in nature. The effect of intrajurisdictional action and/or interjurisdictional cooperation is not readily understood nor easily evaluated. Recognizing these complexities, the Housing Element has been prepared with the following in mind:

1. Housing is a regionwide issue, and as such there must be compatibility between regional housing plans and programs and those developed by jurisdictions within the region.

The County Housing Element is designed so that it is compatible with the Regional Housing Plan and Program prepared by the Comprehensive Planning Organization (CPO).
(3)

2. The County's primary responsibility in the area of low and moderate income housing, and in residential development in general, is within the unincorporated area.

Since housing problems exist within cities as well as in the unincorporated area, it is appropriate to coordinate and cooperate with other jurisdictions to effect a unified housing implementation program. In this context the County should, by example and through joint action, be a major force in ensuring achievement of regionwide housing goals.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Housing Element is intimately related to three other General Plan elements. This relationship is described below:

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The Land Use Element. Chapter 2 of the Housing Element considers the ways in which the Land Use Element affects the pattern, intensity and character of future residential development. The Land Use Element, particularly in its treatment and distribution of residential land uses, significantly affects the adequate provision of housing for the housing needs of all economic segments of the community. The Housing Element calls for a balance between the goals of the Land Use Element and the housing goals enumerated in Chapter 3 of this Element.

The Circulation Element. The Housing Element calls for an investigation of the inclusion of moderate income housing in all major new residential developments of the County where urban levels of services are available. The increased locational opportunity in housing for moderate and lower income households may require a higher level of service by public transportation than has been the case to date. Moreover, as outlined in this Element and within areas designated by the adopted County Growth Policy, the relationship between transit, housing, and employment is highly significant and should be strengthened wherever possible. The policies and programs of the Housing Element and the Circulation Element should be mutually supportive.

The Conservation Element. The goals, policies and programs of the Housing Element should not conflict with those of the Conservation Element. The basic goal of both elements is the best possible environment for the greatest number of people.

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Chapter 2

Findings

The Finding Section addresses residential development in general, and low and moderate income housing in particular. The findings are of three types:

I. ASSESSMENT OF HOUSING STOCK AND HOUSING NEED

These findings describe the supply, demand for, and condition of the residential stock, including the demographic and socio-economic characteristics of the population within the unincorporated area.

II. EXISTING HOUSING POLICIES AND PROGRAMS

These findings describe current approaches to market problems, including local, state, and federal housing programs related to residential development in general and low and moderate income housing.

III. URBAN DESIGN

These findings present housing issues perceived as problems by the Housing Subcommittee of the San Diego County Citizens' Committee on the General Plan.

I. ASSESSMENT OF HOUSING STOCK AND HOUSING NEED

Jurisdictional Share of the Regional Housing Market

The unincorporated county area in January, 1974, had an estimated(1) 108,506 housing units. This total represented almost 20 percent of the region's total number of dwelling units.(2)

The unincorporated area's share of the regional housing market has increased since 1970.(3) While the unincorporated area had approximately 18.2 percent of all county housing units in 1970(3), its share of the regional total had grown to 19.6 percent by 1974. This shift occurred as 24,655 housing units or 23.7 percent of all additions(4) to the regional housing stock were added within the unincorporated area.

The table below summarizes the jurisdictional distribution of the regional housing supply for 1970 to 1974. Detailed housing supply data for each municipality is provided in Appendix C, Table C-1.

TABLE 1
DWELLING UNITS BY JURISDICTION
1970 - 1974

	1970	1974	Change
Incorporated	363,888	443,251	79,363
Unincorporated	83,851	108,508	24,655
County Total	447,739	551,757	104,018

Housing Supply Characteristics

The unincorporated area's housing stock is predominantly single-family homes. In January, 1974, single-family structures accounted for 81,910 housing units, or 75.5 percent of the unincorporated area's total housing stock. The multifamily total in 1974 was 13,246 units (12.20%) with mobile homes

numbering 13,350 units (12.46%). Comparisons of the housing stock by type between 1970 and 1974 are shown in Table 2.

TABLE 2
DWELLING UNITS BY TYPE
IN UNINCORPORATED AREA
1970 - 1974

	1970	1974	Change
Single-Family	68,080	81,910	13,830
Multifamily	7,777	13,246	5,469
Mobilehomes	7,994	13,350	5,356
Housing Unit Total	83,851	108,506	24,655

Multifamily and mobilehome units have gained importance as sources of housing within the unincorporated area. Since 1970, the number of multifamily and mobilehome units in the unincorporated area each increased by almost 80 percent. Single-family homes increased by 20 percent over the same period.

Housing Condition

Based on available data, no accurate estimates of rehabilitation need can be made for the unincorporated area. Similarly, the number, location, and severity of substandardness in housing cannot be determined at this time.

However, poor structural condition of housing does not appear to be of widespread significance in the unincorporated area. The traditional indicators used to assess substandard housing are the number of units lacking some or all plumbing facilities,(5) the number of older housing units,(6) and the number of units found to be overcrowded.(7)

In 1970, 1,652 housing units or 1.9 percent of the unincorporated area's total housing supply were lacking some or all plumbing facilities.

Poor living conditions, as indicated in 1970 by overcrowding, were noted in ,444 housing units within the unincorporated area.

The number of older housing units, as indicated by dwellings built prior to 1949, was approximately 22,800 units, or 27 percent in the unincorporated area.

The California State Housing Element(8) estimates that as of 1973 there were 43,000 housing units in the San Diego County region in need of rehabilitation. If the distribution of housing units needing rehabilitation paralleled the overall distribution of housing between the unincorporated and incorporated portions of the region, the unincorporated area would have an estimated 8,600 dwelling units in need of rehabilitation.(9)

While accurate numerical estimates of "poor" housing conditions cannot be made at this time, the locations of areas with relatively "poor" conditions can be identified. Using 1970 census data, a Housing Condition Index (*see Appendix C*) was developed to rank each census tract of the unincorporated area. Map I also shows the locations of tracts with relatively high concentration of low income households.

Housing Occupancy Characteristics

In 1970, the unincorporated area housed approximately 20 percent of the region's 422,630 households.(10) The total number of households in the unincorporated area was 79,002.

Home ownership is the dominant tenure type in the unincorporated area. In 1970, more than 75 percent of all households owned their own home. Conversely, only 22 percent of the households in the unincorporated area were renters. This tenure pattern differs markedly from the pattern found in the region as a whole. Within San Diego County in 1970, 41 percent of all the region's households were renters.

Elderly households comprised 16 percent of all households in the unincorporated area in 1970. The proportion of elderly(11) households in the unincorporated area is approxi-

mately the same as the proportion within the region as a whole. Within the unincorporated area, elderly households are largely homeowners. In 1970, only 17 percent of all elderly households in the unincorporated area were renters. This contrasts with the fact that 34 percent of all elderly households in the region were renters.

Housing Need

The need for housing can arise as a result of many factors. Typically, a family or individual is considered to have a housing need if one of the following conditions exists:

1. Living without shelter;
2. Living in a seriously substandard dwelling, such as one lacking plumbing, one which is overcrowded, or which is structurally unsound; and
3. Paying a disproportionately high percent of income to rent or the monthly cost of housing.

However, housing need may also arise from other sources. A family or individual may have special needs, as in the case of handicapped individuals in wheelchairs who require ramps or other special facilities. Similarly, elderly individuals who need supportive social or medical services in or near their housing source may experience a housing need.

In some instances, while the overall numerical supply of housing is adequate to meet the overall housing demand, there is a mismatch between the size or type of housing available and the demand for specific kinds of units. In this context, large households, for example those with six children or more, may be unable to find housing suited to their family size. Conversely, as the trend toward smaller family and household size continues, the demand for smaller (one bedroom) housing units may outstrip the supply

of such units. In this instance, overcrowding (as shown by 2-person households living in a studio apartment) or under-utilization of housing (i.e., elderly couple living in a 6-room house) will occur. In each case the household or family can be said to have a housing need.

Lastly, housing need may arise because of racial, ethnic or other types of discrimination. Regardless of the adequacy of the housing supply, if property owners discriminate in the leasing or sale of their property, in violation of law, then those households discriminated against will have a housing need.

Households with children or pets, or families with a female head-of-household may also be victims of discrimination and thus be in need of housing.

In this country, the primary and dominant supplier of housing is the private market. Typically, families and individuals of low and moderate incomes cannot afford to pay private enterprise enough to build or provide an adequate supply of decent, safe, and sanitary housing for their use.

Put another way, the cost of producing housing on a private basis results in selling prices or occupancy costs which exceed the prices affordable by low and moderate income households.

The Housing Element is primarily concerned with the housing needs of these families and individuals.

The definition of what constitutes a low to moderate income household varies. (For the purposes of this Element, lower income households are defined as those having a total household income of not more than 80% of the median household income of the county. Low-income households are defined as those having an income of not more than 50% of the county's median income.) Household size, the rural or urban character of the locality, and the type of tenure (ownership - rental) affect this definition.

The Comprehensive Planning Organization (CPO) defines low income households as any family or individual with a gross income of less than \$5,000 per year. Moderate income households are considered as those whose income is less than \$10,000 per year.

In contrast, the new Federal Community Development and Housing Act, 1974 suggests that families and individuals whose income falls below 80% of the median income for the locality are of low income. Very low income households are considered as those with incomes below 50% of the median income.

For the unincorporated area, the median household income in 1969(12) was \$9,817. Using the federal guideline, low income (80% of median) households in the unincorporated area would be those with incomes below \$7,853. Very low income households, or those with 50% of the median, would be those with incomes below \$4,908.

The income distribution of households in the unincorporated area is shown below.

TABLE 3
HOUSEHOLD INCOME DISTRIBUTION
UNINCORPORATED AREA
1969

Income	All Households	Non-Elderly Households	Elderly Households
Less than \$4,000	13,544	7,491	6,053
\$4,000 - \$6,999	12,206	9,292	2,914
\$7,000 - \$9,999	14,660	13,158	1,502
\$10,000 - \$14,999	21,269	19,882	1,387
\$15,000 or more	17,323	16,140	1,183
Median Income	9,817	10,639	4,396
Total	79,002	65,963	13,039

At the time of the 1970 census, more than 50% of all households in the unincorporated area had an income of less than \$10,000. These households are low and moderate income families and individuals. In the past five

years, inflation has raised both incomes and housing costs. These increases must be taken into account when defining what constitutes a low and moderate income in 1974.

The table below provides rough estimates of the median income and rent in the unincorporated area for the years since the 1970 census. It is based on an assumed 7 percent cost of living increase each year.

TABLE 4
ESTIMATED INCOME AND RENT
AS A RESULT OF INFLATION
Unincorporated Area

Year	Median Income	Median Rent
1969	\$ 9,817	\$115.00
1970	10,504	123.05
1971	11,239	131.66
1972	12,025	140.87
1973	12,867	150.73
1974	13,768	161.28

Table 5 uses the federal guideline to define lower income families and contrasts the median annual incomes for all households between 1969 and 1974.

TABLE 5
LOWER INCOME HOUSEHOLDS

Year	Median Income	Lower Income (80% of Median)	Very Low Income (50% of Median)
1969	\$ 9,817	\$ 7,853	\$4,908
1974	\$13,768	\$11,014	\$6,884

Not all households with lower incomes currently have a housing need; and, conversely, not only lower income households have a housing problem. The 1970 census shows that only 22 percent of all households in the unincorporated area are renters. However, of all renter households, more

- than 7,000 households or almost 41% paid a disproportionately high amount of income to rent.(13)

In the case of elderly households who were renting, fully 68% paid more than 25 percent of their income to rent.

The identification of the housing needs of lower income households also depends on a number of other factors. The location of job opportunities, the provision of public services, the rate and type of migration, and demographic trends and factors, affect the type and total number of households who are in need of housing.

These factors are both regional in scope and dynamic in character. As part of the Regional Housing Plan, the Comprehensive Planning Organization prepared a Housing Allocation Formula which "attempts to provide a mechanism to allocate housing resources, particularly for low and moderate income households, on a regional basis."(14)

The allocation formula was based on seven factors:

Factor 1: Deficient Housing Conditions. The total number of dwelling units lacking some or all plumbing facilities, and dwelling units reported overcrowded in the 1970 census.

Factor 2: Low Income Housing Gap. The difference between the total number of low income households and the number of housing units available at rents affordable by low income households.

Factor 3: Moderate Income Housing Gap. The difference between the number of moderate income households and the number of available moderate rent units.

Factor 4: Household Income Dispersion. The total number of upper income households within the locality. This factor has the effect of "drawing" housing need to areas where low and moderate income households do not currently reside.

Factor 5: Employment Growth. The total number of jobs within the locality added or projected to be added between 1966 and 1980. This factor tends to "weight" the location of housing with proximity to job opportunities.

Factor 6: Transit Served Employment. The total number of jobs projected to be served by transit in 1975 by locality.

Factor 7: Housing Growth Opportunities. The number of acres of land Comprehensive Planning Organization projects as vacant, developable and suitable for residential development. This factor tends to "pull" low and moderate income housing into areas of new residential development.

Using these factors, the Comprehensive Planning Organization formula identifies housing needs within the sub-regional areas of the county for the period 1974-1980. *See Table 6*

Comprehensive Planning Organization estimates that between 1974-1980 there will be a need for 66,000 low and moderate income housing units in the region. The unincorporated area's share of this total is 12,342 units. The unincorporated housing unit allocations are shown in Table 6. The apportionment between unincorporated and incorporated territory is based on the ratio of the total number of dwelling units in the unincorporated area to the total number of dwelling units in the sub-regional area.

The largest numerical need for housing within the region is for households of moderate income. According to the Comprehensive Planning Organization regional housing allocation, approximately 48,000 dwelling units will be needed by 1980 for moderate income households. Over the same time period, approximately 18,000 units should be provided for low income households. This division allocates approximately 28 percent of the overall regional need to low income households.

Within the unincorporated area the relative need for low or moderate income housing has not been determined by small area. Until these small area

needs are assessed, the Comprehensive Planning Organization regional housing allocation, as amended in Table 6, represents the best approximation of small-area housing need.

TABLE 6
C.P.O. REGIONAL HOUSING ALLOCATION
AS AMENDED FOR UNINCORPORATED AREA
1974 - 1980

Sub-Regional Area		Total Dwelling Units 1974	Percent Total Dwelling Units in Unincorp. Area	C.P.O. Sub-Regional Allocation	Unincorporated Area Allocation for Low and Moderate Income Housing
01	Central San Diego	54,409	0	9,450	—
02	Peninsula	23,049	0	4,110	—
03	Coronado	7,028	0	1,850	—
04	National City	14,249	5.27	1,120	59
05	Southeast San Diego	25,890	7.32	2,050	150
06	Mid-City	47,151	0	2,310	—
10	Kearny Mesa	44,025	0.05	5,030	3
11	Coastal	34,794	0	3,230	—
12	University	6,145	0	1,320	—
13	Del Mar-Mira Mesa	10,625	0.14	2,310	3
14	North San Diego	7,443	7.69	1,850	142
15	Poway	8,217	74.20	1,320	979
16	Miramar	—	0	660	—
17	Elliott Navajo	20,099	—	2,510	—
20	Sweetwater	4,714	32.39	990	321
21	Chula Vista	29,816	25.82	2,710	700
22	South Bay	19,108	0.01	2,380	12
30	Jamul	1,235	100.00	260	260
31	Spring Valley	10,919	100.00	990	990
32	Lemon Grove	7,813	92.55	460	426
33	La Mesa	20,122	14.07	1,850	260
34	El Cajon	27,815	19.29	2,380	459
35	Santee	10,150	100.00	990	990
36	Lakeside	9,682	100.00	730	730
37	Harbison-Crest	2,601	100.00	200	200
38	Alpine	1,754	100.00	200	200
39	Ramona	2,420	98.93	400	396
40	Escondido	24,238	21.18	2,770	587
41	San Marcos	4,715	40.08	990	397
42	San Dieguito	12,661	100.00	1,580	1,580
43	Carlsbad	8,395	2.01	1,320	27
44	Oceanside	20,713	1.92	2,310	44
45	Pendleton	—	100.00	660	660
46	Fallbrook	5,794	100.00	730	730
47	Vista	13,079	19.93	1,190	237
48	Valley Center	1,757	100.00	260	260
49	Pauma	780	100.00	200	200
50	Palomar-Julian	1,842	100.00	200	200
51	Laguna-Pine Valley	1,220	100.00	70	70
52	Mountain Empire	1,357	100.00	70	70
53	Anza	236	100.00	—	—
54	Borrego Springs	769	100.00	—	—
TOTALS		551,757		66,000	12,342

II. EXISTING PROGRAMS AND POLICIES

This section addresses existing programs and policies in four areas: new construction, rehabilitation and code enforcement, leased housing, and other related programs and services for low and moderate income households.

Background

In the past three years, Federal support of housing subsidy programs has changed markedly. Since the late 1930's, housing programs derived almost exclusively from Federal legislation and received the bulk of funding for administration and program operation from the Federal Government. This situation changed radically as a result of the Nixon Administration's moratorium on Federal housing programs in 1971. The moratorium virtually shut down Federal funding and financing of low and moderate income housing programs. Programs for new construction, rehabilitation, urban renewal and the low-rent public housing program were terminated or funded at very low levels.

After much controversy, the Federal Community Development and Housing Act of 1974 was approved which restructured Federal participation in the area of housing subsidies. This Act radically changes the direction of Federal assistance in housing. The major impacts can be summarized as follows:

1. It shifts responsibility for assisting low and moderate income households with housing needs from the Federal Government to local governments.
2. It consolidates into the "block grant" Federal funding which previously had been administered separately. Funding included under the new block grant system are: urban renewal, parks and open space, water and sewer, historic preservation, neighborhood facilities and rehabilitation.

3. It shifts the direction of housing subsidies from subsidization of housing construction to subsidization of needy households themselves.

New Construction Programs and Policies

New housing for low and moderate income households was produced prior to 1971 under three major Federal programs. These included the Low-Rent Public Housing Program, the long-term, insured mortgage and interest subsidy programs (see FHA 236, FHA 235, Section 221(d)3 and (d)4), Section 202, elderly housing programs). Funding for these programs has largely been discontinued.

In the San Diego region, 8912 units of housing for low and moderate income households was produced using these programs. Of this total, 739 units were built in the unincorporated area. These figures do not include housing provided under the federally assisted Public Housing Program.

The private sector is currently the only major supplier of new residential construction. As is discussed in the Urban Design and Regulatory Land Use Section of the Housing Element, the County regulates the provision of housing within the unincorporated area. The costs of privately developed housing are summarized below:

"Hard Costs" of the Housing Structure. The "hard costs" are defined as actual expenditures paid by the builder for the construction of the house, the land, the site improvements on the lot, and the street, utility and greenbelt costs to produce the lot.

The first of these, the house construction itself, is generally 45 to 50% of the sales price of the house. It is affected by the size of the house, the quality of appliances and fixtures, the amenities or appointments (i.e.,

fireplaces, dishwashers, trash compactors, roofing materials, the exterior architecture, the number of bathrooms, etc.).

"Hard Costs" of the Tract Improvements. The lot on which the house is constructed in a fully improved state is generally 25 to 30% of the sales price of the house. This includes the value of the land and the cost of the improvements, and in most cases each of these make up about equal portions of the improved lot value. When the improvements are exceptionally high, in hillside areas for instance, this ratio can rise to where the improvements make up more than one-half of the improved lot value.

Virtually all costs borne by the builder are passed on to the home purchaser who pays for them in a down payment and a relatively high interest mortgage for a 25- to 30-year period. Although the interest on such a mortgage is tax deductible, the low to moderate price house purchaser gains little advantage by way of tax deductions because of this lower income.

"Hard Costs" of Providing Tract Amenities. Tract amenities come in many forms, but the ones that are most prevalent are the common area recreation facilities and open spaces. There is no rule of thumb as to what these costs are as a part of the sales price because there is such a variation in their extent. Other costs which are not so apparent are the streetscape elements which affect land costs. These include the edge treatment of the residential areas in the form of increased width parkways, landscaped mounded berms, street trees, walls and fences, undergrounded utilities.

Ironically, the costs of common area improvements may be relatively higher for the Planned Unit

Development or attached type of housing units, since all of the landscaping is done for the home purchaser by the builder. In the conventional single-family detached projects, the landscaping of the front and rear yards is the responsibility of the purchaser. In that case they not only have the opportunity to put in their own labor, but have a greater latitude as to the quality and quantity of landscaping and choice as to phasing its installation.

"Soft Costs" of Housing Construction. The so-called "soft costs" of housing include marketing, financing, building overhead and profit, costs of fees and permits, and customer service. One might not expect these items to be a large part of the house cost equation, but collectively they make up the remaining 25% of the cost. The cost to the builder to provide financing during the construction program, and then to provide the purchaser mortgage financing can at this time be as high as 11% of the sales price. The building industry typically budgets up to 5.5% for the marketing costs. This covers the presentation of models, promotion and advertising, and the payment of sales commissions.

The soft costs to the builders are materially affected by how rapidly they are able to design and process their building plans, perform the construction, and how rapidly sales occur. See Part III - Regulation of Land Use for discussion for processing.

Development Densities. The cost to improve land to receive housing is not a direct variable of the density. The cost to provide the prime necessities - access and utilities - governs the improvement costs. This is not to say that land improvement for a density of 25 dwelling units/acre

is not greater than 5 dwelling units/acre; but it is not anywhere near this same ratio of 5:1. The same applies to the value of the land. If one is to reduce the improved land value per dwelling units, intensified densities can accomplish that objective. See *Part III - Urban Design and Regulation of Land Uses*

Mortgage Costs. In the end, it is not what the total price of the house is; it is how much does it cost per month. This is true for all home purchasers, except those who are fortunate enough to pay cash for their house.

The prospect of getting mortgages to amortize over longer periods of time is a way to decrease the monthly housing costs. Where the mortgage term is extended to 50 years, the monthly payment is reduced, although this reduction is less than it would be if the interest rate on the mortgage were reduced by 2%. This is shown in the following example, based on a \$28,000 loan:

		Principal & Interest
9-1/2%	30-year	\$237.25
	50-year	224.06
7-1/2%	30-year	197.57
	50-year	178.68

Rehabilitation

Rehabilitation and conservation may be defined as two separate though inter-related activities. Conservation, which is the preservation and maintenance of fundamentally sound residential structures, is an ongoing activity undertaken by property owners of low cost, multifamily housing, maintenance activities are frequently ignored or postponed. This action, if continued, eventually leads to a need for rehabilitation or, this failing, demolition.

In contrast, rehabilitation is the remodelling, repair or replacement of major or minor elements of residential structures which are either deteriorated or dilapidated. The replacement of heating, plumbing, and electrical systems is a common rehabilitation activity and one which entails "one-shot" expenditures too large for low and moderate income property owners.

Federally assisted rehabilitation and conservation programs have included Federally Assisted Code Enforcement (FACE), Project Rehab, and rehabilitation associated with urban renewal. None of these programs has been used within the unincorporated area.

The County does not currently have a comprehensive rehabilitation and conservation program. While Housing Code Enforcement (HCE) is carried on within the County, it is not supported by any type of publicly assisted rehabilitation loan or grant program. The financing of required repairs is solely the responsibility of the individual property owner who must seek funds from private sources.

Housing Code Enforcement

The Health Department is responsible for enforcement of the State Health Laws. Although the County does not have an officially adopted Housing Code, the Department uses Vol. III Uniform Building Code, (1973), as its guide in the enforcement effort. Housing inspections within the unincorporated areas are conducted:

Annually

On all multifamily units of three units or more in structures of two stories or more;

On all hotels, motels, and boarding houses;

On all mobilehome parks, and individually sited mobilehomes;

And, by complaint, on single-family homes and other structures which are not routinely inspected.

By contractual agreement, the Department also conducts inspections in the cities of Coronado, Imperial Beach, La Mesa, Vista, San Marcos, Carlsbad, and Del Mar.

Housing Code inspection data can not now be used to estimate rehabilitation by area because records and inspection results are only maintained on a parcel-by-parcel basis. However, the inspection program only yields minimal information on single-family structures as this type of building is only inspected on a complaint basis.

State and Federal Legislation

State and Federal legislation provides localities with several vehicles for establishing or implementing rehabilitation and conservation programs. These programs include the (State) Marks-Foran Residential Rehabilitation Act 1973, the (State) Community Redevelopment Act, and portions of the Federal Housing and Community Development Act 1974.

The Marks-Foran Residential Rehabilitation Act of 1973 authorizes the issuance of revenue bonds not secured by the taxing powers of the locality for the purpose of making residential rehabilitation loans.

The Act requires that the locality, prior to the issuance of loans, adopt a comprehensive residential rehabilitation program which involves:

1. A program for selection of residential rehabilitation areas;
2. A program for the enforcement of rehabilitation standards in 95% of all residences within the selected rehabilitated area;
3. Guidelines for financing residential rehabilitation; and
4. An adopted plan for public improvements for each rehabilitated area.

The Act stipulates required standards for inclusion in the local guidelines for financing of residential rehabilitation. These include the following provisions:

1. Outstanding loans on rehabilitated property may not exceed 80% of the anticipated after-rehabilitation value with an allowance for 95% of value loans left to the discretion of the locality under certain conditions;
2. Maximum repayment period for loans be 20 years or 3/4 of the economic life of the property, whichever is less;
3. Maximum loans for each dwelling unit is set at \$17,500;
4. No more than 20% of any loan be used for residential rehabilitation not required by the local agency's rehabilitation standards;
5. Loans not be made for refinancing outstanding indebtedness unless the cost of meeting rehabilitation standards is at least 20% of the loan;
6. Rental or sale of residences financed with loans provided under the Act be open to all regardless of race, color, religion, natural origin, or ancestry;
7. Progress reports be submitted every six months during which the program is in operation through December 31, 1975.

Leased Housing Program

In November, 1973, the Board of Supervisors approved establishment of a County Housing Authority. Implementation of the Authority was deferred until the direction and scope of new federal housing legislation became clear.

In approving establishment of the Authority, the Board directed staff to discuss the possibilities of joint housing authority action by the County and the 13 incorporated cities of the region.

In June, 1974, two months prior to final passage of the Federal Housing Community Development Act of 1974, the County retained a consultant to assist in the preparation of an application for the federal leased housing program.

This program, the Section 23 leased housing program, allows the Authority to make housing assistance rent supplement payments to eligible low income families and individuals. Eligible tenants must seek housing suited to their needs in the private market.

The advantages of Section 23 leased-housing program are that the property is privately operated and managed and it remains on the tax rolls. The program can be implemented with the rental of units in existing buildings, or it can include the leasing of units in to-be-constructed apartment or townhouse developments. It is contemplated that the County serve as the central administrative unit for an area-wide housing authority. Under this arrangement, it would permit the local jurisdictions to determine their own admission and eviction policies within the guidelines as established by U.S. Department of Housing and Urban Development.

The County Housing Authority, when operative within the unincorporated area and the incorporated cities currently lacking their own housing agency, will serve to meet the Comprehensive Planning Organization recommendation for establishment of an area-wide housing authority.

The powers of the County, pursuant to Section 34315, Housing Authority:

- a. Lease or rent any dwellings, houses, accommodations, lands, buildings, structures, or facilities embraced in any housing project and establish and revise the rents or charges for them.
- b. Own, hold, and improve real or personal property.
- c. Purchase, lease, obtain option upon, acquire by gift, grant, bequest, devise, or otherwise any real or personal property or an interest in property.
- d. Acquire any real property by eminent domain.
- e. Sell, lease, exchange, transfer, assign, pledge, or dispose of any real or personal property or any interest in it.
- f. Insure or provide for the insurance of any real or personal property or operations of the authority against any risks or hazards.
- g. Procure insurance of guarantees from the Federal Government of the payment of all or part of any debts, whether or not incurred by the authority, secured by mortgages on any property included in any of its housing projects.

Housing Relocation and Referral

The Housing Referral Office (H.R.O.) was developed approximately two years ago as part of the City of San Diego's relocation program. It is currently staffed by one temporary and two permanent city employees, plus one half-time senior aid. The office during the month of May 1974 listed over 500 vacant rental units and received close to 600 requests for assistance. This represents a significant increase since January 1974.

The office concentrates primarily on providing a concrete service of referring people to known vacant rental units. In addition, the staff provides advice and information on other existing housing resources, including relocation benefits and subsidized housing programs. The staff is frequently called upon by landlords, as well as tenants, for advice regarding special housing problems.

At the present time, there are no outreach services available through the Housing Referral Office. This is felt to be a major weakness in the present program. Efforts have been made to coordinate existing Department of Public Welfare outreach services with the Housing Referral Office, but these have not been successful.

The Housing Referral Office has, through the use of rental-owner lists provided by the Building Inspection Departments of the various cities, developed the means of reaching large numbers of landlords in a short period of time. Currently, several hundred landlords and property management firms voluntarily and regularly list their vacancies with the office each month.

Efforts have been made recently to measure the success the current program is having in actually placing people in housing. Although indications are favorable, results today are inconclusive. A sampling of rental owners utilizing referral services during the past three months shows that 99% support the concept of a centralized housing service. Although results of a similar survey of low income tenants were meager, the responses which were received were encouraging.

The fact that various government and private social service agencies are increasing their utilization of the Housing Referral Office each month seems to indicate that a minimum level of success in placing people in housing is being obtained.

The Department of Public Welfare is currently mandated to provide housing information and referral services, home maintenance assistance, and mediation between landlords and tenants in behalf of their clientele.

Currently, many of the department's district offices spend some time in maintaining listings of available housing units within their areas.

Under the current State and Federal laws, the County Relocation Assistance Section of the Real Property Department within the Public Works Agency is required to provide replacement housing and related services to its clients.

The Community Affairs Office is currently administering the Affirmative Marketing Plan adopted by the Board of Supervisors in 1974. This program covers rental housing as well as homes for sale. Included in this proposal is a recommendation for a centralized housing information and services office as one of its methods of implementing the Affirmative Marketing Plan.

III. URBAN DESIGN AND THE REGULATORY SYSTEM

The purpose of this section is twofold:

1. To describe the factors relating to urban design which have been perceived by the Subcommittee as obstacles to a viable urban environment; and
2. To present the impacts of the County's existing regulatory system on the provision of housing for lower income groups within the County.

Although related, the two purposes are not equal in intent or scope. The urban design section addresses region-wide issues within "urbanized" areas no matter where they are found, and asks questions of: land use, sociology, urban form, psychology, economics, and aesthetics. As the local section of the American Institute of Architects

has said "[Urban design] is concerned, above all, with the visual and sensory relationships between people and their environment, with their feeling of time and place and their sense of well-being." (1)

The discussions of the County's regulatory system, on the other hand, deal specifically with the County's development policies and the implementation of the County General Plan for the unincorporated territory. The relationship between these topics must certainly be recognized; however, the regulatory system alone cannot bear the responsibility for good urban design in the region. It must be content to provide the framework in which good urban design may occur. Good urban design should not be ignored, and it is one aim of this Element to emphasize some concepts in the County planning process to encourage a more conscious effort toward good urban design values. Much of the following discussion was taken from committee meetings with representatives of the San Diego Chapter of the American Institute of Architects and a booklet they have prepared entitled Urban Design, San Diego. See Appendix D

It should be pointed out that urban design should not be the province of any one segment of the community, but open to all, and to that end the concepts described here have reference to all economic segments of the community.

Urban Design

There are three major urban design concepts of interest here. They are community, opportunity, and scale. Community deals with the problem of relating individuals to each other in space and to a sense of place. This was a concept of little concern when there was a smaller village or "town" atmosphere, but as large urban concentration began to develop, the concern arose as to the estrangement of individuals and their alienation from one another began to develop.

Opportunity is concerned with the ability of the urban form to serve all segments of the community. The central factor is that not all life style preferences are served by existing patterns of development and distribution.

When regulations were less comprehensive and complex, it was easier for persons to find residences which suited their personal desires. With the advent of comprehensive zoning ordinances and the uniformity of zone classifications, the opportunities for diversity came under the control of local governments.

Scale is the last general principle of urban design and one which has come under attack most frequently. The criticism that "our cities are designed for the automobile" is frequently leveled at Southern California. The insensitivity of freeway building and the increase in automobile air pollution have raised the issue of scale to a high degree. Unfortunately, it is one issue which the regulatory system has little power to affect. The problem of scale is seemingly a function of the comprehensive planning process, and its accommodation to economic and technologic pressures.

The problems of scale have seemingly arisen out of a choice of life style rather than any prior imposed standards. Indeed, it has always seemed that the standards have lagged behind the perceived need for such standards. Still, much needs to be done to permit a framework in which a more "human" scale is at least a possibility. To that end, this Element will propose some changes that may affect the "scale" or "possible scale" of future developments.

There are at least a dozen concepts which can be grouped around the three major principles described above. Underneath the principle of community fall the following concepts:

- sense of place
- interaction
- townness
- landmarks and history

Underneath the principle of opportunity fall the following concepts:

mixed usage
density

Underneath the principle of scale fall the following concepts:

topography
height
continuity
automobile and pedestrian scale

There are many more concepts of urban design which could be enumerated, but this list is sufficient to show the kinds of ideas that contribute to the ideas of good design.

After the investigation of the concepts of good urban design and discussion, the Subcommittee makes the following findings concerning the implicit need for an explicit policy of good urban design:

- a. The short-term cost that any particular element of good urban design might impose will be more than offset by the long-term economics of more efficient and satisfactory housing as a whole. Certainly it costs less to utilize good urban design in the first place than to rehabilitate whole neighborhoods because deteriorating conditions don't take into consideration the needs of the inhabitants.
- b. In areas where good urban design predominates, the condition of the housing stock is more likely to be maintained and thereby reduces the potential need for rehabilitation of the neighborhood. Because the concepts of good urban design relate to the effective functioning of the inhabitants, there is less likelihood of destruction because of frustration of unmet needs or attempts to meet the need of modification of the unit. A well-designed area fosters a sense of community and thereby encourages the maintenance of such areas.

c. Good urban design is built around maximizing individual choice by stimulating the provision of mixed housing types and densities. This in turn will lead to the widest possible opportunity in housing for all the segments of the community.

d. The vitality which accompanies good urban design will lead to balanced planned growth in the County by maintaining a wide option in both existing structures and in new construction. Many of the problems surrounding growth are problems of inharmonious urban design. The stability that a well-designed neighborhood exhibits will contribute to a more rational approach to land use by reducing the demand for newer housing.

e. The essence of good urban design is harmony with nature and protection of our valuable natural resources. The environment is the base and grounding of good urban design concepts. Where there are potential conflicts between the growth of urban communities and the natural environment, these can be minimized by good urban design concepts, and at least the major adverse impacts mitigated.

In conclusion, then, the recommendations made in the Element's policies and program section reflect the Subcommittee's concern with urban design and its impact on the provision of housing for all economic segments of the County.

The Regulatory System

The regulatory system of the County consists of two major features:

- a. The County General Plan, particularly the Land Use Element; and
- b. The County's regulatory ordinances.

The following discussion is concerned with these features and their possible impact on the provision of low and moderate income housing.

The Land Use Element of the County General Plan

The County General Plan, and particularly the Land Use Element, provides the shape and form of the County's development. In concert with adopted community plans and private development plans, it provides the definitive statement on the location, type and extent of residential development. In addition, the Land Use Element also defines the relationship between residential and other land uses (i.e., Industrial, Commercial, and Public land uses).

Currently there are at least 144 different land use categories in the General Plan, community and private development plans. There are 58 categories alone for residential use with differing densities and differing designations. *See Appendix E* In addition, there are large areas of County territory which are limited to 11 dwelling units or less per acre.

The extensive use of land use designations which only provide for low density residential development practically limits and excludes the production of multifamily housing in the unincorporated area. This effectively limits the County area to single family "bedroom" enclaves for those families able to afford home ownership, and leaves those households that desire or must rent to the cities. The renter-to-homeowner ratio for the region as a whole is 41% renter; the City of San Diego has a 48% ratio, while the unincorporated territory has only a 22% ratio.

The point of concern is that the dwelling unit translation of the General Plan makes for a single family-multifamily dichotomy which contributes to this ratio. The introduction of such dichotomies has indirect though practical consequences for various

economic and racial groups. The designation of large areas of the County as "low density residential" seems to preclude densities high enough to provide an economic opportunity for housing for low and moderate income households. The problem is aggravated when the General Plan is implemented by the County Zoning Ordinance. The densities which are compatible with the low density residential designation limit structure type to the single-family and two-family type house. This simply does not provide enough density or variety to supply housing for all segments of the community.

In addition, the relatively low-density and large-lot categories of the General Plan and Zoning Ordinance provide a surplus of larger lot acreage to the market and restrict the formation of smaller lots, thereby reducing the supply of smaller lots to fill the demand for low and moderate cost housing. Thus, the existing Land Use Plan seemingly serves to establish the conditions whereby low and moderate income families are excluded from residency in newly constructed units in unincorporated territory.

Because of the positive correlation between race and low income, these factors discriminate against minorities also. Of course, there is no absolute guarantee that smaller lot size alone or increased density will be used to provide housing for low and moderate income families; but such a provision would at least establish a foundation from which housing for such families could be produced.(2) *See Appendix E*

The Housing Element seeks to modify these possible adverse impacts on the provision of low and moderate income housing by recommending the inclusion of moderate cost housing in growth areas. The specific policies and program recommendations resulting from these findings are designed to mitigate against the exclusionary tendencies of the existing plan and provide a framework for balanced growth and the rational provision of housing for all segments of the County's inhabitants.

The County General Plan and the Housing Element do not distinguish between policies and approaches appropriate for urban areas on the one hand and rural categories on the other. The large areas designated for "rural residential use" are in close proximity to or coterminous with urbanizing areas of the County. This creates confusion about how these areas should be treated.

As part of the long-range planning program, the community plans of the County tend to foster the exclusionary bias of the unincorporated areas by their emphasis on "ruralness" of the community, although they can be a positive force in creating and developing a sense of towness for the County's unincorporated area. The community plans must be considered incomplete because of their failure to consider housing problems of low and moderate income households.

The County's Regulatory Ordinances

Among the "tools" the County has to implement its General Plan and development policies are, primarily, three ordinances:

- a. The Zoning Ordinance,
- b. The Subdivision Ordinance,
- c. The Health and Building Codes.

Each of these impacts on the provision of housing. These three ordinances provide readily accessible means for the County to create at least an opportunity for private sector production of moderate cost housing.

The Zoning Ordinance

Historically, The Zoning Ordinance has been a major tool in the implementation of the Land Use Element of the General Plan. However, zoning has often preceded planning. A small portion of the unincorporated area of the County was first zoned in 1932, and yet the

unincorporated General Plan Land Use Element was not adopted until 1967. Zoning as a whole has come rather late to the unincorporated area, with finally the whole of the unzoned, unincorporated territory being placed in a Limited Control zone category in December, 1969.

The impacts of zoning are nonetheless great in the provision of low and moderate income housing, at least in terms of providing a framework for such housing. Examination of The Zoning Ordinance shows that it has a multiplicity of single-family classifications; out of 14 residential zones only two are for multifamily use. Out of a total of 36 zone classifications for all designations, multifamily residences are permitted in only seven zones and require a special use permit in four of these zones. While multifamily zoning is not synonymous with the provision of low and moderate income housing, it is a necessary condition to obtain a density high enough to permit economical provision of such housing. *See Appendix E*

The densities provided by the ordinance show 18 zones at or below 7.26 dwelling units per acre and only seven zones at 43.5 dwelling units per acre, with only one zone in between. Except with some possible use of the PRD category, (3) this does not seem flexible enough to provide a mix of economic levels in housing.

The County does have about 50 acres which is zoned R-5 and can yield a density of 10.89 dwelling units per acre. The problem with the R-5 zone is that it is a single-family zone and does not permit multifamily use.

However, there are many other problems besides that of density and structure-type classifications; for example, setbacks and off-street parking, to name just two.

The inability to modify the setback and parking requirements except by the costly public hearing process tends to create inflexibility of design and an overly large lot size requirement.

There is a rear yard requirement of at least 25 feet and side yard requirement of at least five feet for all residential zones. The front setback is usually 50 feet. Two off-street parking spaces for each dwelling unit, with some exception to 1-1/2 spaces for two-bedroom apartments or smaller, is not responsive to possible transit trade-offs or other factors that might be used to lessen the need for large lots. The prohibition against allowing some curbside parking, even though such space is provided in highway improvements, appears to be needlessly restrictive. The provision of parking on the lot itself needlessly burdens the purchaser of some types of housing by requiring that they purchase area for parking as part of their housing cost. However, the Housing Element is not advocating the elimination of all requirements or standards in The Zoning Ordinance.

The Zoning Ordinance standards must be evaluated in terms of their impact on housing and housing costs. Standards must not be applied which drive the cost of housing up without a well-founded need, and a conscious understanding of the trade-off involved. Because of this, the Element recommends various interim and long-term measures designed to reduce the adverse impact of zoning on housing costs.

The Subdivision Ordinance

The Subdivision Ordinance is also a factor in the high cost of housing. Pursuant to approval of a tentative map, conditions are outlined concerning provision of public improvements. The installation of streets, sewers, street lights, surveying, and grading costs are all obtained at the tentative map approval. The amount of land that is dedicated to the public in the subdivision map process can be a large cost. In addition, the public improvements mentioned load the front-end costs of housing and are eventually passed on to the purchaser through higher housing cost. *See Appendix E* The rationale

behind this is that those who are creating the need are the ones who should most properly bear the cost.

In addition to the above costs, there are also fees on a per lot basis, such as park fees and other fees, that a developer must provide prior to building housing. These fees are passed on in a "hidden tax" to the consumer in the cost of the lot and, thereby, the purchaser is deprived of the right of knowing just how much of the purchase price is the result of various imposed government fees and improvements.(4)
See Page 16

The Uniform Building Code

The Uniform Building Code and its attendant Health and Safety Codes also impact on the cost of housing. The use of the phrase "or equivalent" for specific construction materials has introduced some flexibility in allowing builders to substitute cheaper materials as they become available. However, it should be noted that the substitution of so-called "equivalent" materials should not be an excuse to install cheaper first-cost material at the expense of subsequent owner maintenance costs. The major problem in San Diego County appears to be a variance of administration. What is "o.k." in one jurisdiction may not be permitted by the inspectors of another jurisdiction. Therefore, as housing for the region is provided, the developer-builder encounters a number of obstacles to his ability to build. This should be investigated as a needless cost to housing.

One last point must be made regarding the regulatory system and such special features and the Planned Residential Development process. The time spent for administrative approval is a cost in the provision of housing. Many times as long as one year is spent in obtaining necessary permits and approvals prior to building. The system must be streamlined to permit the private housing market to meet its mandatory allocation for provision of low and moderate income housing.

Chapter 3

Goals

The Housing Element establishes two primary goals for housing in San Diego County. These goals suggest the overall direction toward which residential development, both present and future, should strive.

GOAL 1 Ensure that throughout San Diego County, households of all socioeconomic, racial and ethnic groups are able to obtain a standard, affordable home within an adequate living environment.

GOAL 2 Promote the widest possible provision of housing choice by structure type, cost, design and tenure in all suitable areas of the County.

Chapter 4

Policies and Action Programs

POLICY 1 A sufficient supply of housing for low and moderate income households should be provided where possible within the unincorporated area. This supply of housing should be distributed throughout those areas of the unincorporated area designated for urban development by adopted General or Community Plans, or in accordance with the adopted Growth Policy. The County should ensure that this supply of housing is provided in those areas of the County where adequate public transit, social services and medical facilities have been provided.

The County should ensure that County housing programs are designed to assist groups with particular housing needs: the elderly, the handicapped, minorities, female head-of-household, migrant workers, students, service families, and large families.

Action Program 1.1 Acknowledge the unincorporated area's responsibility to provide its share of the region's housing for low and moderate income households consistent with available public services.

Action Program 1.2 Utilize the adopted Growth Policy of the County to channel new urban residential growth to areas appropriate for such use. *See Appendix B*

Action Program 1.3 Establish processes and/or programs to reduce housing costs and to increase private sector production of housing for moderate income households. This process is to be initiated by preparing a feasibility study which identifies specific provisions of, amendments to, or revisions

in the General Plan Land Use Element, The Zoning Ordinance and the Subdivision Ordinance.

Action Program 1.3(a) Revise and centralize the development review process within the County to facilitate rapid processing of applications for residential development.

Action Program 1.4 Based on the results of Program 1.3 and 1.3(a), investigate the feasibility of:

- a. Preparing an ordinance or regulation which requires residential developments of various sizes to provide a percentage of all housing in the development for moderate income households. In preparing the study and the ordinance, consideration should be given to the provision of housing for moderate income households in both rental and sale housing for all size units.
- b. Developing a procedure to monitor the provision of housing for moderate income households as provided in 1.4a and the resale of such housing to maintain cost savings to the maximum extent possible.
- c. Developing a means to coordinate the provision of housing assistance payments as provided under the federally assisted leased housing program for lower income families (*see Action Program 2.1*) and the procedure for monitoring moderate income housing as noted above.

Action Program 1.5 Prepare a critical path graphic of activities and establish time frames associated with processing actions for applications for residential development.

POLICY 2 Utilize applicable Federal and State housing programs and encourage sufficient funding for such programs by these levels of government. Encourage joint implementation of housing programs by the County and the municipalities of the region.

Action Program 2.1 Prepare an application for federally assisted leased housing program. Encourage municipalities within the region to utilize the County Housing Authority and the leased housing program within all jurisdictions of the County.

Action Program 2.2 Prepare an application for the County's entitlement under the Federal Community Development and Housing Act, 1974. Encourage joint community development activities by municipalities within the County.

Action Program 2.3 Investigate the feasibility of utilizing the powers granted to the County under the State Marks-Foran Residential Rehabilitation Act, 1973. Encourage joint action by all municipalities of the region.

POLICY 3 The County should support implementation of the Housing Element in the planning, siting, and development of public facilities and in its provision of public services. Toward this end, the following principles should be considered:

- a. Use traffic planning to protect residential neighborhoods by minimizing through traffic by judicious use of signs, dead-ending, and the cul-de-sacing of streets.
- b. Provide sufficient public transit services to substantially reduce auto traffic within urbanized areas.

- c. Locate parks, transit, schools, libraries, and other community services to create a sense of neighborhood and to develop community focal points. (Merge supporting neighborhood commercial uses with residential uses to increase sense of neighborhood.)
- d. Provide or upgrade public facilities and services in deteriorating neighborhoods or in neighborhoods in danger of deterioration to facilitate community redevelopment.
- e. Minimize wherever possible distances between future employment centers and areas of residential use.
- f. Utilize open space to achieve neighborhood definition and provide a sense of protection.

Action Program 3.1 Working in conjunction with officially established community planning groups, review and revise where appropriate adopted community plans to reflect the principles enumerated in the above policy, and all other policies of this Element. Revise adopted community plans and prepare as a part of all new community plans, a housing assistance and community development plan for the area. This plan shall:

- a. Identify community needs and specify short- and long-term community development and housing objectives which have been developed in accordance with areawide development planning and the County growth policies;
- b. Accurately survey the condition of the housing stock in the community and assess the housing assistance needs of lower income persons (including elderly and handicapped persons and persons to be displaced) residing in or expected to reside in the community.
- c. Specify a realistic annual goal for the number of dwelling units

Chapter 4

Policies and Action Programs

POLICY 1 A sufficient supply of housing for low and moderate income households should be provided where possible within the unincorporated area. This supply of housing should be distributed throughout those areas of the unincorporated area designated for urban development by adopted General or Community Plans, or in accordance with the adopted Growth Policy. The County should ensure that this supply of housing is provided in those areas of the County where adequate public transit, social services and medical facilities have been provided.

The County should ensure that County housing programs are designed to assist groups with particular housing needs: the elderly, the handicapped, minorities, female head-of-household, migrant workers, students, service families, and large families.

Action Program 1.1 Acknowledge the unincorporated area's responsibility to provide its share of the region's housing for low and moderate income households consistent with available public services.

Action Program 1.2 Utilize the adopted Growth Policy of the County to channel new urban residential growth to areas appropriate for such use. *See Appendix B*

Action Program 1.3 Establish processes and/or programs to reduce housing costs and to increase private sector production of housing for moderate income households. This process is to be initiated by preparing a feasibility study which identifies specific provisions of, amendments to, or revisions

in the General Plan Land Use Element, The Zoning Ordinance and the Subdivision Ordinance.

Action Program 1.3(a) Revise and centralize the development review process within the County to facilitate rapid processing of applications for residential development.

Action Program 1.4 Based on the results of Program 1.3 and 1.3(a), investigate the feasibility of:

- a. Preparing an ordinance or regulation which requires residential developments of various sizes to provide a percentage of all housing in the development for moderate income households. In preparing the study and the ordinance, consideration should be given to the provision of housing for moderate income households in both rental and sale housing for all size units.
- b. Developing a procedure to monitor the provision of housing for moderate income households as provided in 1.4a and the resale of such housing to maintain cost savings to the maximum extent possible.
- c. Developing a means to coordinate the provision of housing assistance payments as provided under the federally assisted leased housing program for lower income families (*see Action Program 2.1*) and the procedure for monitoring moderate income housing as noted above.

or persons to be assisted, including:

1. The need for new and rehabilitated housing for lower income households, and the extent to which the leased housing program should be used;
 2. The size and types of housing projects and assistance best suited to the needs of lower income persons in the community.
 3. The suitability of the existing housing stock as a source of affordable housing for lower income households.
- d. Indicate how the land use and recommended zoning classifications within the plan provide opportunities for private sector production of housing for low and moderate income households (*in concert with Programs 1.3 and 1.4*).
- e. Recommend activities and projects to be undertaken to meet community development needs and objectives with estimated costs and the general locations of such activities and projects.

Action Program 3.2 Investigate in concert with the Housing Authority the feasibility, costs, and possible revenue sources which would be involved in the purchase of land adjacent to public facilities sites for future residential use. The investigation should include consideration of direct and indirect uses of the land, such as leasing, resale for residential construction, resale as a source of revenue for a housing subsidy fund, and any other appropriate approach to joint public facilities-residential land acquisition.

POLICY 4 The rehabilitation, conservation and maintenance of existing housing within the unincorporated area should be encouraged. Joint action by the County and the municipalities should be utilized wherever feasible.

Rehabilitation and conservation activities should occur throughout the unincorporated area.

In its planning and overall provision of public facilities and services, the County should protect existing residential neighborhoods, support the revitalization of older or deteriorating neighborhoods, and promote the stability of neighborhoods as residential areas.

Action Program 4.1 Investigate the establishment of a Neighborhood Preservation District as part of The Zoning Ordinance as a means of preventing development which would impair the neighborhood, and encouraging development which would improve it, to remove incompatible uses, to permit the combining of lots, vacating streets, permitting a mix of compatible uses, and to permit other means for preserving and upgrading the neighborhood.

Action Program 4.2 Identify older residential neighborhoods which are blighted, deteriorated, or in danger of becoming blighted or deteriorated. Investigate possible means of upgrading such neighborhoods by increasing open space and neighborhood parks, decreasing noise levels, encouraging pedestrian uses, and encouraging opportunities for interaction at the neighborhood level.

Action Program 4.3 Investigate the feasibility of conducting a County-wide survey of the structural condition of existing housing within the unincorporated areas. Develop a method for maintaining updatable records on areawide housing conditions (*in concert with Action Program 3.1*).

POLICY 5 The development of economically and racially balanced communities should be encouraged throughout the unincorporated area, and within the municipalities of the County.

Action Program 5.1 Work with the incorporated areas to establish joint implementation and administration of the County's Affirmative Fair Housing Marketing Plan.

Action Program 5.2 Coordinate the provision of housing assistance payments as provided under the federally assisted leased housing program for lower income families (*see Action Program 2.1*) and the procedure for monitoring moderate income housing as noted above.

POLICY 6 The County should provide financial and technical assistance where needed to implement the goals and policies of the Housing Element. Tax, revenue, and budgetary processes should be utilized to this end.

Action Program 6.1 Investigate other revenue sources for park and school fees which are added on to the cost of housing. The use of such fees should be discouraged, or, if levied, required in a fashion which makes them tax-deductible.

Action Program 6.2 Support and propose, if necessary, State legislation which would support or aid in the implementation of the Housing Element's goals, policies, or programs.

Action Program 6.3 Investigate and consider the use of General Fund revenues and other (non-Federal) sources for local housing and housing related programs (*see Policy 3 and Action Program 3.2 for example*).

Action Program 6.4 Investigate the possible use of development transfer rights in stimulating provision of housing for lower income households. Development transfer rights are designed to permit the orderly reallocation of density from one area or property to another.

Action Program 6.5 Encourage local lending institutions to investigate the possible use of longer term loans and lower down payments in the financing of housing for ownership. Lending institutions should be encouraged to investigate these and other means of bringing down the monthly cost of housing.

POLICY 7 The County should provide the management structure and personnel

resources as needed to carry out the County's housing responsibilities. Wherever possible, existing departments and personnel will incorporate into their ongoing operations, procedures and processes which support implementation of the Housing Element.

Action Program 7.1 Establish a centralized citizen participation structure in support of the County housing program.

Action Program 7.2 Provide staff to prepare an annual housing assistance plan which will serve as an amendment to the Housing Element. The Housing Assistance and Implementation Plan will describe in detail the specific actions, procedures, and budget to be provided by the County each year to implement the goals of the Housing Element. Coordination with other agencies should be undertaken as necessary.

Action Program 7.3 Investigate optional strategies for joint public and private action to increase housing opportunities for low and moderate income households. Options to be investigated include corollary programs to the required provision of moderate income housing in private developments. *See Action Program 1.4*

- a. Land dedication and leaseback of air rights to the developer.
- b. Density bonuses for developments which seek to mix structure and tenure type.
- c. Application of above concepts to land development projects.

Action Program 7.4 Develop and maintain a comprehensive housing planning program which supports the County's community planning process, and the County's housing component, the Housing Authority, and the community development programs.

Action Program 7.5 Investigate means whereby the County can deal with the cyclical ups and downs of the housing market.

Footnotes

CHAPTER 1: INTRODUCTION

1. California Government Code Section 65302(c). *See Appendix A*
2. California Council on Intergovernmental Relations, "General Plan Guidelines," September 20, 1973. *See Appendix A*
3. The Regional Housing Plan and Program, Comprehensive Planning Organization, 1974.
7. An overcrowded unit is one inhabited by more than 1.01 persons per room.
8. Department of Housing and Community Development, California Statewide Housing Element, Phase II, 1973, p. 156, Table VIII-4.
9. This estimate can only be considered as the grossest kind of approximation, as there is no reason to legitimately assume that the ratio would apply.

CHAPTER 2: FINDINGS

Part I

1. San Diego County Planning Department estimates, January 1, 1974. Housing or dwelling unit figures cited in the remainder of the Findings Sections are estimates from this source.
2. Estimated at 551,757. *Ibid.*
3. U.S. Census of Housing, April 1, 1970.
4. Total regional additions 104,018 from April 1, 1970, to January 1, 1974.
5. Units lacking some or all plumbing facilities are defined by the U.S. Census as not having "all three specified plumbing facilities (hot and cold piped water, as well as flush toilet and bathtub or shower inside the structure), or that the toilet or bathing facilities are also for the use of the occupants of other housing units."
6. Older housing units refers to those built prior to 1949.
10. Household is defined as all persons, related or not, who occupy a single dwelling unit. A single person living alone (a primary individual) is also considered a household.
11. Elderly households are defined as those whose head of household is 65 years or more.
12. U.S. Census, 1970.
13. When a household pays more than 25% of gross monthly income to rent, it is paying a disproportionately high amount of income to rent.
14. CPO, op cit., p. 46.

Part III

1. Urban Design Commission, San Diego Chapter, A.I.A., Urban Design, San Diego, December, 1973, p. 14.
2. Edward M. Bergman. "A Policy Guide to Evaluations of Policy Related Research on Development Controls and Housing." Final

Report, the Center for Urban and Regional Studies, University of North Carolina, Chapel Hill, North Carolina, p. 19.

and time-consuming. See Section 310.1 and following of the County Zoning Ordinance (Ord. 1402 N.S.) as amended.

3. The P.R.D. or Planned Residential Development provides that the density may be specified by a number in the zone designation at the time of application. However, except for a certain limited number of uses, the PRD category requires a special use permit process which is both costly
4. Edward M. Bergman, et al. "External Validity of Policy Related Research on Development Controls and Housing Costs." Final Report, the Center for Urban and Regional Studies, University of North Carolina, Chapel Hill, North Carolina, p. 67ff.

Bibliography

1. Aaron, H. J., Shelter and Subsidies, Washington: The Brookings Institution, 1972.
2. Bergman, Edward M., A Policy Guide to Evaluation of Policy Related Research on Development Controls and Housing Costs, The Center for Urban and Regional Studies, University of North Carolina, Chapel Hill, North Carolina, August 1974.
3. _____, External Validity of Policy Related Research on Development Controls and Housing Costs, The Center for Urban and Regional Studies, University of North Carolina, Chapel Hill, North Carolina, August, 1974.
4. _____, Internal Validity of Policy Related Research on Development Controls and Housing Costs, The Center for Urban and Regional Studies, University of North Carolina, Chapel Hill, North Carolina, August, 1974.
5. California Council on Intergovernmental Relations, General Plan Guidelines, September, 1-73.
6. California Department of Housing and Community Development, California Statewide Housing Element, Phase II, November, 1973.
7. Clapp, James A., PhD, Balanced Community Policy: An Evaluation of the Concept, Its Feasibility and Administrative Requirements for the City of San Diego, Urban Observatory of San Diego, August, 1974.
8. Comprehensive Planning Organization, Regional Housing Plan and Program, August, 1974.
9. U.S. Bureau of the Census, U.S. Census of Housing, 1970.
10. U.S. National Commission on Urban Problems, Building the American City, Report to the President and to the Congress, U.S. Washington, Government Printing Office, 1969.
11. Urban Design Commission, San Diego, A.I.A., Urban Design, San Diego, December, 1973.

Appendix A

Government Code and Element Guidelines

S. 65302. Elements required to be included in Plan.

The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards and plan proposals. The Plan shall include the following elements:

(a) A land-use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private use of land. The land-use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land-use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas.

(b) A circulation element consisting of the general location and extent of existing and proposed major thoroughfare, transportation routes, terminals and other public utilities and facilities all correlated with the land-use element of the plan.

(c) A housing element to be developed pursuant to regulations established under Section 37041 of the Health and Safety Code, consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall make adequate provision for the housing needs of all economic segments of the community.

(d) A conservation element for the conservation, development and utilization for natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals and other natural resources. That portion of the conservation element including waters shall be developed in coordination with any countywide water agency and with all district and city agencies which have developed, served, controlled or conserved water for any purpose for the county or city for which the plan is prepared. The conservation element may also recommend:

- (1) The reclamation of land and waters.
- (2) Flood Control

(4) Regulation of the use of land in stream channels and other areas required for the accomplishment of the conservation plan.

(5) Prevention, control and correction of the erosion of soils, beaches and shores.

(6) Protection of watersheds.

(7) The location, quantity and quality of the rock, sand and gravel resources.

The conservation element shall be prepared and adopted no later than December 30, 1973.

(e) An open-space element as provided in Article 10.5 (commencing with Section 05500) of this chapter.

(f) A seismic safety element consisting of an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting to ground shaking; to ground failures, or to effects of seismically induced waves such as tsunamis and seiches.

The seismic safety element shall also include appraisal of mud-slides, landslides, and slope stability as necessary geologic hazards that much be considered simultaneously with other hazards, such as possible surface ruptures from faulting, ground shaking, ground failure and seismically induced waves.

(g) A noise element in quantitative, numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. These include but are not limited to the following:

(1) Highways and freeways

(2) Ground rapid transit systems

(3) Ground facilities associated with all airports operating under a permit from the State Department of Aeronautics.

These noise contours may be expressed in any standard acoustical scale which includes both the magnitude of noise and frequency of its occurrence. The recommended scale is sound level A, as measured with A-weighting network of a standard sound level meter, with corrections added for the time duration per event and the total number of events per 24-hour period.

Noise contours shall be shown in minimum increments of five decibels and shall be continued to 65 db(A). For regions involving hospitals, rest homes, long-term medical or mental care, or outdoor recreational areas, the contours shall be continued down to 45 db(A).

Conclusions regarding appropriate site or route selection alternatives or noise impact upon compatible land uses shall be included in the general plan.

The state, local or private agency responsible for the construction or maintenance of such transportation facilities shall provide to the local agency producing the general plan, a statement of the present and projected noise levels of the facility, and any information which was used in the development of such levels.

(h) A scenic highway element for the development, establishment and protection of scenic highways pursuant to the provisions of Article 2.5 (commencing with Section 260) of Chapter 2 of Division 1 of the Streets and Highways Code.

The requirements of this Section shall apply to charter cities.

HOUSING ELEMENT*

1. AUTHORITY

Government Code Section 65302(c) requires a housing element of all city and county general plans, as follows:

A housing element, to be developed pursuant to regulations established under Section 37041 of the Health and Safety Code, consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall make adequate provision for the housing needs of all economic segments of the community.

2. THE SCOPE AND NATURE OF THE HOUSING ELEMENT

Goals

At least four broad goals of a housing element have been identified. The goals listed below may be expanded to include others of local concern and impact.

- A. To promote and insure the provision of adequate housing for all persons regardless of income, age, race, or ethnic background.
- B. To promote and insure the provision of housing selection by location, type, price, and tenure.
- C. To promote and insure open and free choice of housing for all.
- D. To act as a guide for municipal decisions and how these decisions affect the quality of the housing stock and inventory.

3. METHODOLOGY

A. Problem

The scope of the housing problem, although generally accepted as critical or severe, must be documented for each jurisdiction. The first four categories below each define a specific area of concern. The last category (5) identifies specific need and is used to further determine obstacles and to prepare the housing work program.

*Adopted by the Commission of Housing and Community Development on June 17, 1971 and edited for CIR on September 20, 1973.

(1) Inventory of Existing Units, for Example

Unit Size	Number of Rooms
Unit Type	Single, Multiple
Density	Units per Acre
Ownership	Rental, Homeowner, Abandoned
Rent	Monthly Rent
Condition	Standard, Substandard
Location	Census District, Assessor Parcel
Neighborhood	Surrounding Area
Public Facilities	Water/sewer, Schools, Other Services

(2) Inventory of Potential Units, For Example

Rehabilitation	Code enforcement project and/or supply of units that can be conserved or rehabilitated
Special Projects	Funded projects under any financial method which will add to the housing stock or remove units
Housing Authority	Applications made for additional units and estimate of funding level
Redevelopment Agency	Units removed as a decrease, and replacement housing to be created as an increase in units

(3) Inventory of Existing Sites, For Example

Vacant Land	Suitable for single or multiple dwelling regardless of zoning
Potential Adequacy of Public Facilities	Water, Sewer, Drainage: availability, cost, nearness to employment, and shopping
Redevelopment	Land to be made available through the Redevelopment Agency
Environmental Considerations	Density, open space, air quality, wooded or recreation land, seismic quality, and noise pollution

(4) Population Characteristics

The 1970 Census provides much of the following data. It will then become a continuing process to keep it current by integrating new data.

Income	Household, using census definitions
Family Composition	Type of head of household, size, ages
Location of Employment	Travel from place of residence
Race	Census Classification

(5) Need

Current: by type, size, price, and location.

Projected: by type, size, price, and location, using projections for several years.

B. Obstacles

The following represent real or potential obstructions which impede attaining the objectives of the housing plan.

<u>Political</u>	Voter approval Local governmental approval Neighborhood opposition Schools Real estate and building industry opposition High-rise structure opposition Discrimination: race, sex, family size, and economic
<u>Economic</u>	Land cost Tax structures (property-income) Allocation of state and federal funds Risk vs. return on capital Seed money Increasing construction costs Interest rates
<u>Employment Location</u>	Distance traveled, permanent, temporary

Institutional or
Governmental

Sponsor or developer interest
Processing time - start to finish
Building Codes outdated
Union restrictions
Zoning

Physical

Land availability
Availability of public services

Much of the above, as well as others which may apply to your area, should be analyzed and approached in the housing plan to follow. An honest appraisal at this point can save time and effort when implementing the housing plan.

C. Intergovernmental Coordination

Involvement of all local jurisdictions in the housing element planning process is necessary. There should be an ongoing plan to continue intergovernmental coordination efforts.

- (1) A housing element should be prepared by a planning entity whose jurisdiction incorporates a housing market.
- (2) Major metropolitan areas require a regional or multi-county approach. In some instances, a single county will cover a housing market. Cities that comprise part of a housing market should jointly prepare housing elements with the county.
- (3) Counties that are situated in a multi-county housing market should prepare and adopt a housing element based upon and within the context of a regional housing element.
- (4) In order to avoid irreconcilable differences between the regional and/or county housing plans, the cities and counties within a region should make significant inputs into the regional plan process.
- (5) There is a need for "city to city" and "county to county" coordination and cooperation to share the responsibility for housing all segments of the population.

D. Interagency Coordination

Coordination of plans of local public and quasi-public bodies, state and federal agencies which have a local impact, as well as regional regulatory bodies is essential.

E. Citizen Participation

This is one of the most important of all aspects in the development of a housing element: the direct involvement of a cross section of the citizenry in the planning process. The goals and plans must be generated through citizen advisers. A broadly based, communitywide consumer-producer committee or organization can provide positive input if free of political pressure and harassment. Upon acceptance of a draft of the proposed housing element, the planning body shall hold hearings to receive input and comment from those not a part of the advisory committee.

4. DEFINITION OF TERMS

Housing Market: A housing market is a geographical area within which housing activity in one area effects housing activity in another geographic area. In reality, the largest housing market area would be a series of smaller overlapping housing market - small or large - there are no trade definitions of submarkets (single family, multi-family, condominium market areas, etc.) and also economic definitions (low/moderate income housing markets). Consideration of these are necessary in housing element planning. Intergovernmental coordination of local jurisdictions in a housing market is critical (see Page IV-II, 3-C Intergovernmental Coordination).

A study of a particular housing market involves detailed research on types of structures, i.e., single family, multi-family, mobilehomes, etc., occupancy characteristics, vacancy rates, area growth rates, tenure preferences and characteristics and other economic and demographic data.

5. RELATIONSHIP TO OTHER PLAN ELEMENTS

A housing element cannot advocate goals and plans that are foreign to the other general plan elements. A simple statement made in the form of an objective to be accomplished through the housing plan may well imply policy determination in other general plan elements. Housing implies people, and people require services; therefore, other general plan elements must be reviewed and any inconsistencies or incompatibilities resolved. Among the more important elements which need to be closely correlated with the housing element are:

Land Use
Circulation
Noise

Open Space
Conservation
Seismic Safety

6. IMPLEMENTATION

A. The Housing Program

The objectives recommended by the advisory committee should become the housing program. Long range and short range objectives should be stated in terms of identified need and obstacles to overcome. Each objective should be defined in three parts.

(1) Objectives:

- a. Specific Item - What is to be accomplished by this objective.
- b. Involvement - Who and/or what groups are to participate and, therefore, become jointly responsible for achievement of the objective.
- c. Time Frame - Establish a time framework to reach the objective and identify landmarks to indicate progress.

(2) Alternatives:

It is obvious that there may be several paths to the achievement of the objective of a specific item within a specific time frame. The time available may be the reason for selecting one plan over another; however, as time passes alternates should be considered if the prior methods selected are not fully successful.

B. Review and Update

(1) Continuing Housing Data

Internal Departments. Within each city and county there is a building, housing, community development, or planning department responsible for issuing building permits, demolition permits, inspection, and other services. That department should be the central source of housing data relating to construction, demolition and rehabilitation. This data, along with information on proposed projects, can be used to update the housing element. We encourage accurate building activity records which can serve to assist the other levels of government to analyze housing needs.

City-County-Region-State-Federal. The data required for preparation of a housing element, once assembled, can be used for many purposes. The regional planning agency, the market analysis and forecasts are users of this data.

Consumers - Producers. The consumer as well as the producer has the right to know both the current status of housing conditions and programs and plans for the future. A county/city housing element which includes an ongoing information system should supply that need.

(2) Annual Citizen Review - Biennial Update

The citizen advisers that helped prepare the goals and programs should review on an annual basis the progress toward achieving the objectives, easing of obstacles, and select alternatives if necessary. In addition, a two-year printed update to document changes and progress and reflect new plans is necessary. This function is performed not only by the planning body, but by those affected by the resulting programs.

(3) State Department of Housing and Community Development
Comment on Housing Element and Update

It is requested that the draft and final housing element, as adopted, be sent to the Department of Housing and Community Development for review and comment to insure compliance with the mandate contained in the law, and to further allow integration of the data into the State housing element as an ongoing function of the department.

The biennial update will be reviewed by the State Department of Housing and Community Development to determine progress toward achieving the objectives in the housing plan and, in addition, determine areas of needed legislation and provide a continuing source of housing information for the State.

Appendix B

Adopted County Growth Policy

INTRODUCTION

The Initial Growth Policy Study conducted for the County of San Diego has been directed to growth-related issues within the unincorporated area. However, an effort has been made to establish a policy which is consistent with the emerging growth policies of other jurisdictions, including the Comprehensive Planning Organization and the City of San Diego.

The Initial Growth Policy has been set forth in a manner so that it can currently function as an interim tool with which to evaluate development. Formulation of a final growth policy and detailed implementation techniques are to follow at a later stage, based on the initial policy developed here. Essentially, the Interim Growth Policy is used as an evaluative tool through application of one overall goal, nine general policies, and a series of decision guidelines for encouraging, discouraging and avoiding urban development in particular situations. The overall goal is a consolidation of previous Board policies and General Plan recommendations. The policies identify factors which should be considered in determining the amount, type and location of growth. The decision guidelines provide an interim tool for evaluating the suitability of urban development proposals in various locations.

The interim Growth Policy developed in this effort does not constitute a complete regional growth policy, nor does it provide the final answer to growth management in the County. It establishes an elemental basis for these efforts by providing an operational definition and framework for achieving many of the general goals which have already been adopted by the Board of Supervisors.

INITIAL GROWTH POLICY

Goal:

Assure a pattern and rate of growth which minimizes urban sprawl, which conserves critical resources, which promotes public safety, which assures effective and efficient provision of adequate public services and facilities which preserves or improves socio-economic balance and economic well-being of the County.

Policies:

The amount, type and location of current urban development* should be based in part on:

1. The extent to which surplus public service and utility capacity in terms of storm sewers, waterlines, water treatment, waste treatment, electrical and gas lines and police and fire services exist or for which capital improvements have been planned or installed;
2. The extent to which public facility capacities in terms of schools, libraries, neighborhood parks, recreation facilities and community centers exist or are budgeted or programmed;
3. The extent to which there is existing or potential transportation accessibility to employment, shopping and activity centers due to surplus traffic capacity and/or existing or projected transit services or facilities;
4. The extent to which a socio-economic balance in terms of race/ethnic composition, age, and housing type and price and the economic environment in terms of employment and income levels in a particular area which are below the Countywide average are improved or areas which are above the Countywide average are maintained;
5. The absence of natural hazards, such as fire, floods, earthquakes and landslides, or the extent to which such hazards can be substantially offset;
6. The extent to which significant natural resources, such as prime agricultural and erodible surfaces, unique or needed plant and wildlife areas, energy, water and air can be preserved;
7. The extent to which the development of areas which are already urbanized might be furthered;
8. A designation for urban use on a City General Plan or an adopted Community Plan; and
9. The extent to which the quality of air or water in the particular air basin or watershed area will be maintained or improved.

DECISION GUIDELINES

A. Urban development shall be ENCOURAGED under the following circumstances:

1. In areas with adequate public service and utility capacities or where capital improvements for such services and utilities have been planned or installed, and where such services and

* Residential development at a density in excess of one dwelling unit per gross acre and/or commercial or industrial development designed to support such density.

utilities are adequate to accommodate the development proposed;

2. In areas with public facility capacity or where such facilities have been budgeted or programmed to support the development proposed;
3. In areas with existing or potential surplus traffic capacity and/or transit services to insure accessibility of the development proposed to employment, shopping and activity centers;
4. In areas where the proposed development would improve existing unbalanced socio-economic characteristics and/or improve the economic environment of the County;
5. In areas where there is an absence of natural hazards or where the proposed development can offset such hazards;
6. In areas where there is an absence of significant natural resources or where the proposed development can insure the preservation of such natural resources;
7. In or contiguous to areas with existing intensive urban development;
8. In areas designated for urban use on City General Plans or adopted Community Plans; and
9. In areas where the proposed development will not significantly impair the quality of air or water in a particular air basin or watershed area.

B. Urban development shall be DISCOURAGED under the following circumstances:

1. In areas without current adequate public service and utility capacities and without capital improvement plans or installations to accommodate the development proposed;
2. In areas without a current public facility capacity and where such facilities have not been budgeted or programmed to support the development proposed;
3. In areas with substantial congestion where adequate transportation accessibility of the proposed development to employment, shopping and activity centers cannot be assured without substantial public cost and without damage to the social or physical environment;
4. In areas where the proposed development would continue the existing socio-economic imbalance;
5. In areas where serious natural hazards exist, but where the proposed development can substantially offset such hazards;
6. In areas where there are moderate to substantial natural

resources which cannot be preserved by the development proposed;

7. In areas not contiguous to existing urban development;
8. In areas designated for urban use on the County General Plan but not located in a Community Planning area or designated for urban use on a City General Plan; and
9. In areas where the proposed development would moderately reduce the quality of air or water in a particular air basin or watershed area.

C. Urban development shall be AVOIDED under the following circumstances:

1. In areas which cannot efficiently support the urban levels of services required by the development proposed;
2. In areas which cannot support the public facilities required by the development proposed;
3. In areas where adequate transportation accessibility cannot be provided without substantial cost and/or damage to the social or physical environment;
4. In areas where the proposed development would impair a socio-economic balance;
5. In areas where serious natural hazards cannot be offset by the proposed development;
6. In areas where there are natural resources which are unique or in short supply or which are not found in adequate quantity or quality elsewhere, if the proposed development cannot insure the preservation of such resources;
7. In areas where the proposed development would impair existing agriculture or other nonurban use of land, unless the area has been designated for urban use on the County General Plan;
8. In areas designated for nonurban use on City General Plans, adopted Community Plans, or the County General Plan; and
9. In areas where the proposed development would substantially reduce the quality of air or water in a particular air basin or watershed area.

Table C - 1

HOUSING UNIT INCREMENT (exclusive military base housing)

SAN DIEGO COUNTY

April 1, 1970* - January 1, 1974

	Total Units			Single Family			Multi-Family			Mobile Homes		
	4/1/70	1/1/74	Δ	4/1/70	1/1/74	Δ	4/1/70	1/1/74	Δ	4/1/70	1/1/74	Δ
Carlsbad	5,147	7,608	2,459	3,588	4,141	1,553	1,390	2,730	1,340	167	737	570
Chula Vista	22,951	26,093	3,142	13,972	15,802	1,830	6,855	8,208	1,353	2,120	2,083	(37)
Coronado	5,695	7,028	1,333	4,004	4,151	147	1,686	2,877	1,191	4	0	(4)
Del Mar	1,666	2,035	369	1,019	1,071	52	634	964	330	1	0	(1)
El Cajon	17,991	22,449	4,458	10,751	11,459	708	5,483	9,098	3,615	1,755	1,892	137
Escondido	13,606	18,699	5,093	8,835	10,845	2,010	2,848	4,952	2,104	1,922	2,902	980
Imperial Beach	6,045	6,947	902	4,175	4,264	89	1,615	2,422	807	254	261	7
La Mesa	13,999	17,267	3,268	9,488	9,698	210	3,976	6,991	3,015	535	578	43
National City	11,145	13,740	2,595	7,419	7,399	(20)	3,282	6,041	2,759	443	300	(143)
Oceanside	14,594	20,682	6,088	9,139	12,328	3,189	4,307	5,910	1,603	1,111	2,444	1,333
San Diego (excl. Mira Mar)	240,976	286,790	45,814	156,293	173,845	17,552	80,791	108,065	27,274	3,786	4,880	1,094
San Marcos	1,399	3,188	1,789	815	1,635	820	181	483	302	402	1,070	668
Vista	8,672	10,725	2,053	6,591	7,354	763	1,215	2,036	821	864	1,335	471
Total Incorporated:	363,888	443,251	79,363	235,999	263,992	27,993	114,263	160,777	46,514	13,364	18,482	5,118
*Unincorporated (excl. Pendleton & Laguna)	83,851	108,506	24,655	68,080	81,910	13,830	7,777	13,246	5,469	7,994	13,350	5,356
**Total County (excl. military)	447,739	551,757	104,018	304,079	345,902	41,823	122,040	174,023	51,983	21,358	31,832	10,474
TOTAL COUNTY (incl. military)	450,792			305,467			123,694			21,372		
NOTE: Sum of SF, MF, & MH may not equal the total due to suppression by Census Bureau (269 units suppressed)												
*: Source - 1 st County summary tape												
**: Unincorporated Area - exclude military housing units (2892 in Pendleton, & 27 in Laguna-Pine Valley)												
***: Based on Table 6, Volume III - Census Data by SRA												

Map 1 - HOUSING CONDITION INDEX

The Housing Condition Index is based on the sum of all housing units in each census tract which are:
 1) Lacking some or all plumbing facilities; 2) overcrowded with 1.0 persons per room or more;
 3) owner-occupied units with estimated value of \$20,000 or less; 4) renter-occupied units with
 rents below \$100 per month; and 5) the number of units built prior to 1949.

Census Tract No.	Index Total	Census Tract No.	Index Total	Census Tract No.	Index Total
* 33.00	2144	166.02	719	136.02	234
208.00	2073	209.02	707	140.02	205
168.01	1989	166.03	700	* 93.01	204
211.00	1603	139.01	684	139.03	201
174.02	1528	167.01	660	162.02	194
155.00	1478	131.02 ^o	647	156.00	185
209.01	1420	192.02 ^o	643	170.01	161
* 30.01	1391	139.02	618	154.02 ^o	164
194.00 ^o	1376	170.03 ^o	613	* 98.03	159
189.01	1194	204.00 ^o	580	32.04 ^o	151
177.00	1163	200.02 ^o	579	32.05	143
173.00	1125	189.03	576	164.01 ^o	130
138.00	1086	166.01 ^o	542	164.02 ^o	110
141.00 ^o	1082	191.01	499	170.04 ^o	105
175.00	1056	207.02 ^o	487	101.01 ^o	94
144.00	1025	188.00	484	153.02 ^o	81
132.02 ^o	1010	201.02 ^o	481	135.01	81
142.00	987	212.02	478	198.00 ^o	70
145.00 ^o	952	203.00 ^o	447	121.00 ^o	64
122.00 ^o	949	170.02 ^o	429	136.01	59
212.01	942	* 96.01	416	137.00	56
192.01 ^o	931	93.02	406	133.02 ^o	45
166.04	890	178.02 ^o	392	123.00 ^o	45
213.00	885	* 186.02	384	100.00 ^o	35
199.00 ^o	867	168.02	381	202.05 ^o	33
143.00	865	190.00	376	206.02 ^o	30
* 128.00	855	* 186.01	374	207.01 ^o	30
169.00	828	200.01 ^o	359	133.05 ^o	25
196.00 ^o	816	134.02	346	185.02 ^o	18
167.02	795	133.04 ^o	329	201.01 ^o	16
197.00 ^o	782	152.00 ^o	325	116.00 ^o	12
* 32.03	776	* 31.06	321	31.02 ^o	12
165.00	776	154.01 ^o	308	200.03 ^o	10
140.01	770	* 124.01	305	30.02 ^o	7
132.01 ^o	764	147.00 ^o	292	* 193.00	6
131.01 ^o	760	210.00	292	* 95.00	1
191.02	743	171.00 ^o	284	119.00 ^o	0
174.01	734	* 151.00	244	92.02	0
176.00	730	146.00	242	150.00	0
				162.01 ^o	0

Asterisk * indicates a tract located within both incorporated and unincorporated areas. The tract total for each indicator is used because the unincorporated total for the tract is not provided by the census.

Re dot ^o following a census tract indicates that the tract is located within both incorporated and unincorporated areas. The census provides separate data for only the unincorporated area. This data is used in the index.

Census tracts without an asterisk or dot are totally within the unincorporated area.

Map 1 - LOW INCOME HOUSEHOLDS

Annual Incomes of Less Than \$5,000

Census Tract No.	Index Total	Census Tract No.	Index Total
168.01	432	192.02 ^o	153
208.00	361	201.02	147
196.00 ^o	315	191.01	146
177.00	299	131.01 ^o	145
192.01 ^o	295	170.03	142
189.01	289	143.00	137
212.01	275	166.01 ^o	137
189.02	257	213.00	134
132.02 ^o	250	200.02 ^o	132
155.00 ^o	242	* 93.02	130
194.00 ^o	36	166.04	129
191.02	230	137.00	126
200.01 ^o	221	145.00 ^o	125
175.00	215	197.00 ^o	125
211.00	210	200.03 ^o	124
190.00	206	203.00 ^o	124
142.00	187	169.00	121
144.00	186	* 32.03	120
165.00 ^o	185	141.00 ^o	118
*186.02	182	140.01	113
188.00	180	139.01	112
*124.01	172	*128.00	108
138.00	171	210.00	103
173.00 ^o	170	167.02	97
170.02 ^o	167	*151.00	95
132.01 ^o	167	131.02 ^o	94
166.02 ^o	167	186.01	87
170.04 ^o	165	207.02 ^o	84
176.00	163	178.02 ^o	82
209.01	163	171.00	80
* 30.01	162	136.01	78
139.02	162	* 96.01	77
174.01	158	134.02 ^o	76
199.00 ^o	158	209.02	76
204.00 ^o	156	174.02	75

Asterisk * indicates a tract located within both incorporated and unincorporated areas. The tract total for each indicator is used because the unincorporated total for the tract is not provided by the census.

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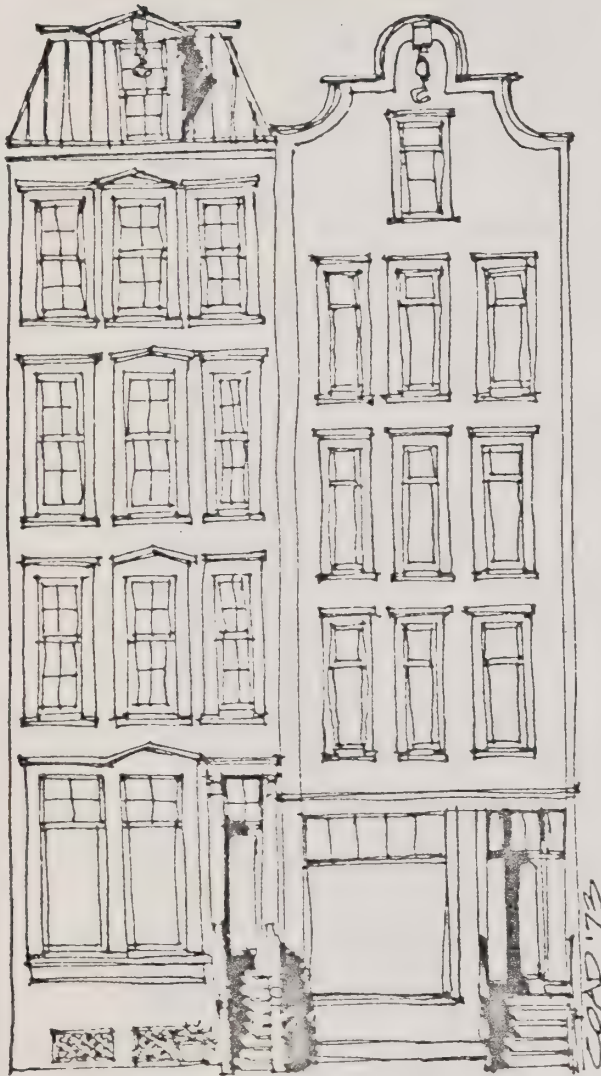
Appendix D
Urban Design

Urban
Design
San Diego

URBAN DESIGN COMMISSION, SAN DIEGO CHAPTER A.I.A.
PREPARED BY GARY COAD

DECEMBER 1973

Preface



CITIES DON'T JUST HAPPEN !
THE ARRANGEMENT & APPEARANCE
OF CITIES IS THE RESULT OF
MANY FACTORS. THE QUANT
NARROW BUILDING OF OLD AM-
STERDAM ARE NARROW, NOT TO
BE QUANT BUT BECAUSE OF
A HEAVY TAX ON BUILDING
FRONTAGE _____.

WHAT IS URBAN DESIGN ? WHAT
IS AN URBAN DESIGN PLAN ?
URBAN DESIGN HAS TO DO WITH
THE QUALITY OF OUR CITY, ITS
VISUAL APPEARANCE & HOW
WELL IT WORKS. URBAN DESIGN
IS COMPLEX & CONFUSING FOR
IT HAS TO DO WITH SO MANY
LEVELS OF PERCEPTION, QUALITY
& SCALE. IT IS DIFFICULT TO
TALK OF ONE ELEMENT OF
URBAN DESIGN WITHOUT TOUCH-
ING ON OTHER AREAS.

AN URBAN DESIGN PLAN PRO-
VIDES THE MEANS FOR MAKING
RATIONAL DECISIONS ON THE
FUTURE OF SAN DIEGO. IT
BEGINS WITH A PROCESS OF
INDEXING THE ELEMENTS &
QUALITIES OF URBAN DESIGN
& ENDS WITH A FLEXIBLE
GUIDE OUTLINING GOALS, SOME
SPECIFIC & SOME GENERAL,
AS TO THE FUTURE OF OUR
CITY.

THE PAGES THAT FOLLOW ILLU-
STRATE THE SCOPE OF URBAN
DESIGN. ON SOME TOPICS I
HAVE OFFERED MY OWN PRESUMP-
TIVE SOLUTIONS. THESE SOLU-
TIONS ARE OFFERED AS EX-
AMPLES OF HOW AN URBAN
DESIGN PLAN MIGHT DEAL WITH
PROBLEMS & ARE NOT MEANT
TO BE TAKEN AS THE SOLUTION.

GARY COAD, DECEMBER 73

Sense of Place

A SENSE OF PLACE HAS TO DO WITH KNOWING WHERE YOU ARE, BEING ABLE TO IDENTIFY WITH IT & BEING ABLE TO HAVE SOME SENSE OF PERSONAL COMMITMENT TO THOSE AREAS IN WHICH YOU SPEND THE MAJORITY OF YOUR TIME. THERE CAN BE NO SENSE OF COMMUNITY PRIDE, RESPECT & CONCERN WHEN YOU ARE UNABLE TO DISTINGUISH ONE COMMUNITY FROM THE NEXT. WERE IT NOT FOR THE TERRAIN IT WOULD BE CLOSE TO IMPOSSIBLE TO DISTING-

UISH MOST POPULATED AREAS IN SOUTHERN CALIFORNIA FROM ONE ANOTHER. THE DELUGE OF NATIONALLY FRANCHIZED FAST FOOD CHAINS, THE READY AVAILABILITY OF BUILDING MATERIALS FROM THROUGHOUT THE COUNTRY, THE EFFICIENCY OF CONVENTIONAL CONSTRUCTION TECHNIQUES & THE CONTINUING STANDARDIZATION OF BUILDING & ZONING CODES ARE ALL FACTORS THAT TEND TO DILUTE THE UNIQUENESS OF ANY ONE AREA. IDEALLY EACH DISTRICT, EACH NEIGHBORHOOD WOULD POSSESS ITS OWN DISTINCT CHARACTER.



Topography

HILLS, COVES & BAYS HAVE DONE MUCH TO DEFINE & CONTAIN THE VARIOUS SUB-COMMUNITIES OF SAN DIEGO. EVERY EFFORT SHOULD BE MADE TO PRESERVE & REINFORCE THESE NATURAL FEATURES.

SAN DIEGO IS BLESSED WITH A VARIED & DRAMATIC TERRAIN. ITS NUMEROUS CANYONS,





SAN FRANCISCO'S RECENTLY ADOPTED URBAN DESIGN PLAN SHOWS HOW HILLSIDE DEVELOPMENT CAN BE MADE TO EMPHASIZE (1.) OR DE-EMPHASIZE (2.) THE CHARACTER OF THE HILL. MANY OF SAN DIEGO'S CANYONS & HILLS ARE STEEP ENOUGH THAT DEVELOPMENT IS NOT LIKELY IN THE NEAR FUTURE. THESE OPEN UNDEVELOPED AREAS OFFER A NATURAL VISUAL RELIEF BETWEEN DEVELOPMENT ABOVE & BELOW.

Landmarks

A LANDMARK IS SOME DISTINCTIVE FEATURE IN THE TOWNSCAPE. IT GIVES A FOCUS TO THE SURROUNDING AREAS. IT IS ONE OF THE MOST OBVIOUS WAYS OF ACHIEVING A SENSE OF PLACE. A LANDMARK CAN BE A DISTINCTIVE BUILDING OR GROUP OF BUILDINGS, A PARK OR PLAZA, A FOUNTAIN, STATUE OR A DISTINCTIVE TOPOGRAPHICAL FEATURE. THE URBAN DESIGN PLAN COULD TAKE STEPS TO INSURE THAT EXISTING LANDMARKS WOULD BE PRESERVED. IT COULD SPECIFY AREAS WHERE FUTURE LANDMARKS SHOULD EXIST. PUBLIC ARCHITECTURE SHOULD BE DISTINCTIVE & A FOCAL POINT FOR SURROUNDING AREAS.



Interaction

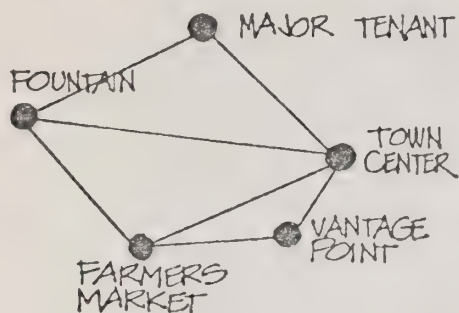
INTERACTION IS PERHAPS THE MOST EXCITING PROSPECT OF THE URBAN ENVIRONMENT. IT IS THE INTERACTION THAT OCCURS BETWEEN VARIOUS PEOPLES IN THE CITY THAT CREATES NEW IDEAS, NEW PRODUCTS, NEW MEANS OF CREATIVE EXPRESSION. THE URBAN DESIGN PLAN SHOULD PROMOTE INTERACTION, IT SHOULD AVOID SITUATIONS THAT WOULD TEND TO ISOLATE PEOPLE & IDEAS.



INFORMAL EATING & DRINKING ESTABLISHMENTS PROVIDE UN-CONTRIVED MEETING PLACES. PEOPLE WHO HAVE SEEN EACH OTHER HAVE THE OPPORTUNITY TO MEET ONE ANOTHER. THE STEREOTYPED ROLE PLAYING OF EMPLOYMENT IS BROKEN DOWN....

IN ORDER TO PROMOTE INTERACTION THE URBAN DESIGN PLAN MUST GO BEYOND THE ISSUE OF COSMETICS. WE TEND TO BLAME THE PROBLEMS OF THE URBAN ENVIRONMENT UPON THE VISUAL BLIGHT WE ARE CONFRONTED WITH. THE VISUAL BLIGHT IS HOWEVER ONLY A SURFACE MANIFESTATION OF DEEPER PROBLEMS. IF THE URBAN DESIGN PLAN IS TO HAVE ANY REAL IMPACT IT WILL HAVE TO DEAL DIRECTLY WITH THE PROBLEMS OF DENSITY, MIX & PLACEMENT. THE URBAN DESIGN PLAN WILL HAVE TO BE MUCH MORE EXPLICIT & POSITIVE THAN ZONING ORDINANCES HAVE BEEN. ZONING HAS TRADITIONALLY DESCRIBED WHAT THINGS MIGHT OCCUR WITHIN A RELATIVELY BROAD AREA. A DISTANCE OF 2 OR 3 BLOCKS CAN OFTEN KILL ANY POSSIBLE INTERACTION. WHEN PEOPLE LEAVE A CONCERT, AN ALL-NIGHT MEETING PLACE SHOULD BE CLOSE AT HAND. THE URBAN DESIGN PLAN SHOULD BE THIS SPECIFIC.

Density



"CAPITAL WEB" OF PEDESTRIAN MOVEMENT. PEDESTRIAN MOVEMENT DEPENDS ON DENSITY. ONE INTEREST NODE MUST BE SUFFICIENTLY CLOSE TO ANOTHER TO ENTICE PEOPLE TO WALK FROM ONE TO THE OTHER.

DENSITY IS UNFORTUNATELY ONE OF THE MOST MISUNDERSTOOD QUALITIES IN THE URBAN ENVIRONMENT. WITHOUT SUFFICIENT DENSITY OF PEOPLES & ACTIVITIES THERE IS NO POSSIBILITY FOR INTERACTION OR MEANINGFUL PEDESTRIAN SCALE. WITHOUT SUFFICIENT DENSITY IN SOME AREAS THERE CAN BE NO EFFECTIVE ALTERNATIVE TRANSPORTATION SYSTEMS...

A UNIFORM OVERALL LOW DENSITY IS NOT A VIRTUE WHEN APPLIED TO THE URBAN ENVIRONMENT. LOS ANGELES MUST HAVE ONE OF THE LOWEST OVERALL DENSITIES OF ANY METROPOLITAN CITY IN THE WORLD. SOME OF THE MOST VITAL, EXCITING & SAFE CITIES ARE AMONG THE DENSEST. CAREFUL STUDY OF THOSE THAT WORK THE BEST & WHY, SHOULD BE OUR GUIDE.

Pedestrian Scale

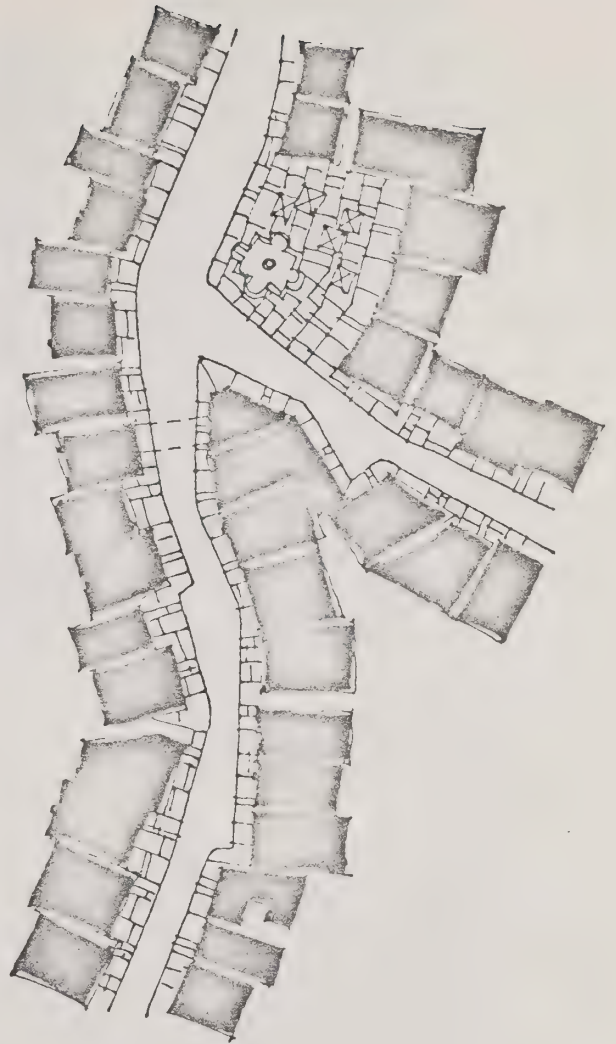


MOST URBAN AREAS BUILT WITHIN THE LAST 25 YEARS ARE BUILT TO AN AUTOMOBILE SCALE. MOST OBJECTIONS TO SIGNS REALLY STEM FROM THE FACT THAT THEY ARE SO MONSTROUSLY OUT OF SCALE WITH THEIR SURROUNDINGS IN ORDER THAT THEY MAY BE READ FROM A SPEEDING AUTO. THE PEDESTRIAN HAS THE TIME TO APPRECIATE DETAILS THAT GO UNSEEN BY THE MOTORIST. INDEED, MOST NEWER BUILDINGS SEEM TO HAVE BEEN DESIGNED FROM A DISTANCE, FORGETTING THEIR CLOSE-UP ASPECT. PEDESTRIAN SCALE CAN BE INTRIGUING, EXCITING, IT ALLOWS MANY MORE OPPORTUNITIES FOR APPRECIATION BY INDIVIDUALS.

Surprise

SURPRISE CAN BE A MOST EFFECTIVE URBAN DESIGN TOOL. ONE CAN BE MADE AWARE OF HIS SURROUNDINGS BY THE USE OF SURPRISE. A PLEASANT SURPRISE IS APPRECIATION. SURPRISE NEED NOT BE CONTRIVED, APPRECIATION & AWARENESS, NOT TRICKERY IS OUR AIM.—.

A NARROW TWISTED STREET HOLDS MANY SURPRISES. EVERY FEW FEET OF MOVEMENT CAN YIELD A NEW VISTA. OLD TOWNS & VILLAGES OF EUROPE GIVE US SOME OF THE BEST EXAMPLES OF THIS.



Townness

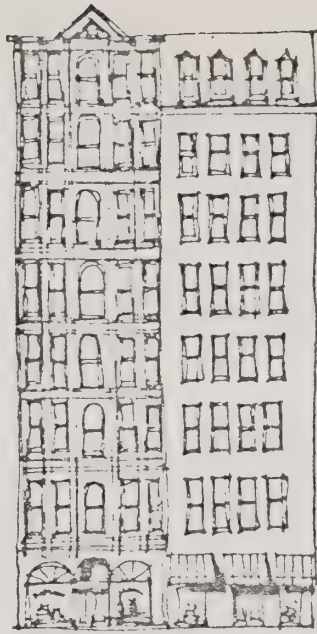
"TOWNNESS" IS A QUALITY. A PLACE CHILD CAN GROW UP, A PLACE PEOPLE LIVE, WORK & PLAY. A TOWN IS A PLACE THAT ITS INHABITANTS TAKE POSSESSION OF. PEOPLE TALK OF IT AS THEIR TOWN. THE VERY HEART OF THE TRADITIONAL TOWN HAS IN RECENT YEARS BEEN REPLACED WITH A SHOPPING CENTER. SHOPPING CENTERS, UNLIKE TOWNS, DON'T SEEM TO BELONG TO THE PEOPLE, RATHER THEY SEEM TO BELONG TO SOME CORPORATION FAR AWAY.

IT IS INTERESTING TO NOTE THAT WHILE MOST OF US THINK OF OLDER EUROPEAN CITIES AS BEING COMPOSED PRIMARILY OF LOW, QUAIN BUILDINGS, A CLOSER LOOK REVEALS THAT MOST BUILDINGS ARE SIX, EIGHT OR TEN STORIES IN HEIGHT.

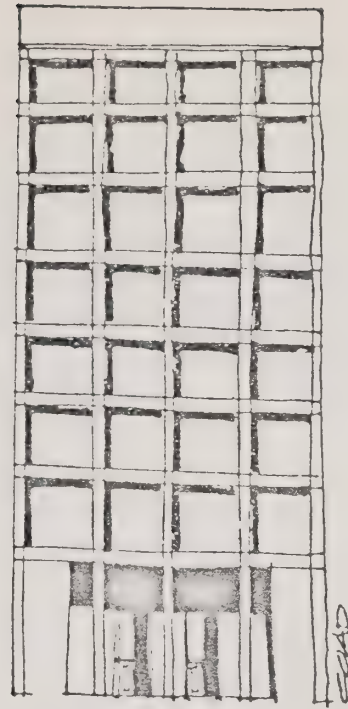
A LOOK AT A RECENT AMERICAN EIGHT STORY BUILDINGS SHOWS SOME STRIKING DIFFERENCES.

1. THE OLDER BUILDINGS ARE USUALLY NARROWER, OFTEN IN GROUPS. THE GROUPINGS TEND TO DE-EMPHASIZE EACH ONE INDIVIDUALLY. NEWER BUILDINGS TEND TO BE LARGER OFTEN STANDING ALONE. THIS SERVES TO BRING ATTENTION TO THE BUILDING AS A WHOLE INCLUDING ITS TOTAL HEIGHT.

2. A CLOSER LOOK REVEALS THAT THE OLDER BUILDINGS ARE COMPOSED OF SMALLER ARCHITECTURAL ELEMENTS; WINDOWS, CORNICES & OTHER DETAILS ARE REALLY NOT MUCH BIGGER THAN THEY WOULD BE ON A SINGLE FAMILY HOUSE. THE NEWER BUILDING IS PROBABLY MORE CORRECTLY SCALED TO ITS TOTAL SIZE, THAT HOWEVER ONLY BRINGS ATTENTION TO ITS TOTAL SIZE.



TRADITIONAL
EUROPEAN
8-STORY BUILDING



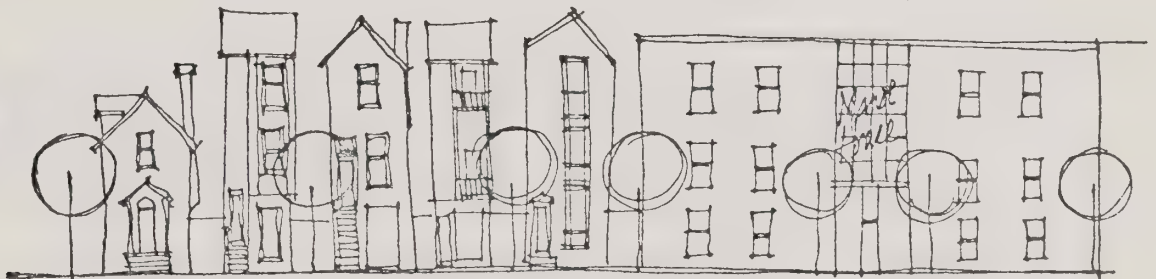
RECENT
AMERICAN
8-STORY BUILDING

3. TRADITIONAL BUILDINGS HAVE TENDED TO RESERVE THE GROUND FLOOR FOR SHOPS & STORES. THIS HAS DIVERTED OUR ATTENTION FROM THE TOTAL BUILDING. RECENT CONCERN FOR CORPORATE IMAGE HAS RESULTED IN PRISTINE, MONUMENTAL LOBBIES OR A PRESTIGIOUS BANK. MOST NEWER BUILDINGS HAVE BEEN DESIGNED TO IMPRESS US.

Height, Bulk & Scale...

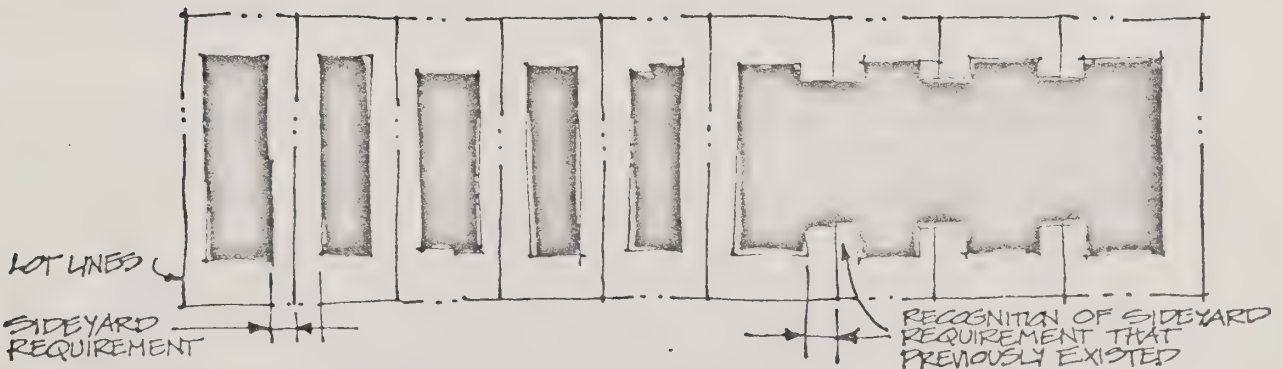
MOST CONCERN ABOUT HEIGHT HAS TO DO WITH ITS APPARENT VISUAL IMPACT ON ITS SURROUNDINGS. DUE TO A VARIETY OF REASONS BUILDINGS OF RECENT YEARS HAVE TENDED TO BE LARGER & BULKIER WITH PARTICULAR ARCHITECTURAL EMPHASIS BEING PLACED ON ACCENTUATING HEIGHT. THE RESULT HAS BEEN LARGER MORE IMPRESSIVE STRUCTURES THAT HAVE TENDED TO RELATE POORLY TO THEIR ADJACENT NEIGHBORS.

1.

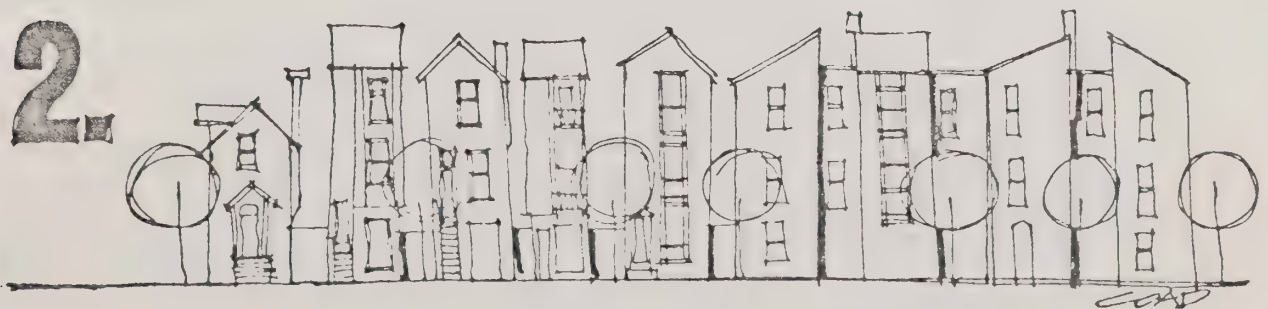


EXISTING & NEW STRUCTURES BUILT WITHIN EXISTING LOT LINES APPEAR TO BE HARMONIOUS.

WHEN MANY SMALLER LOTS ARE JOINED TO MAKE ONE LARGE LOT THE RESULT IS OFTEN A STRUCTURE THAT IN NO WAY RESEMBLES THE OTHER BUILDINGS IN THE NEIGHBORHOOD.



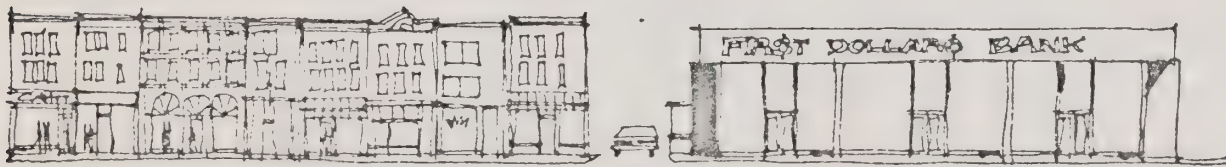
2.



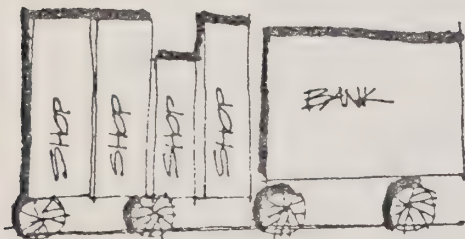
Continuity

& COMPACTION...

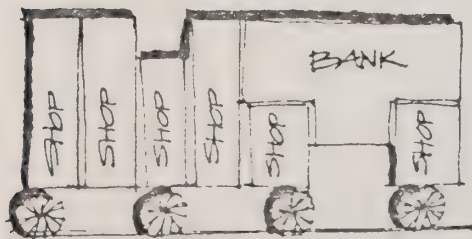
CONTINUITY & COMPACTION IS REALLY A CONTINUATION OF OUR CONCERN FOR PEDESTRIAN SCALE. COMPACTION IS NECESSARY IN ORDER TO PLACE THE ESSENTIAL ELEMENTS CLOSE ENOUGH TO ONE ANOTHER TO INDUCE PEDESTRIAN MOVEMENT. CONTINUITY HAS TO DO WITH THE QUALITY OF COMPACTION — THAT THERE BE A FAIRLY CONTINUOUS STREAM OF ITEMS OF PEDESTRIAN INTEREST.



THE VITALITY OF SHOPPING DISTRICTS IS DEPENDENT UPON CONTINUITY. LARGE SCALE TENANTS SUCH AS BANKS, THEATRES & SUPERMARKETS CAN OPEN SEVER THIS CONTINUITY BEYOND HOPE. THE CONTINUITY OF STORES WINDOWS GIVES THE PEDESTRIAN NEW THINGS TO LOOK AT EVERY FEW FEET. INSERT A BANK & THERE IS ONE OR TWO HUNDRED FEET OF NO MERCHANDISE & FEW PEOPLE. IT IS NOT THE "BANKNESS" OF THE BANK THAT MAKES IT INCOMPATIBLE, BUT RATHER ITS LONG EXpanse OF INACTIVE STREET FRONTAGE.



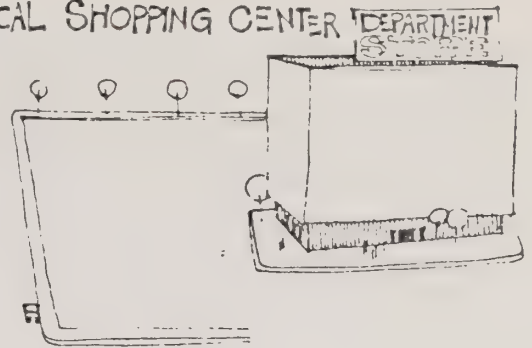
CONVENTIONAL



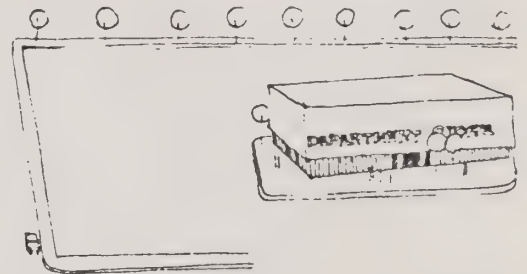
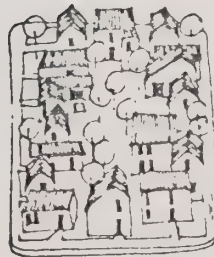
REVISED

MAJOR TENANTS SHOULD BE MADE TO RECOGNIZE THE RHYTHM OF STORE FRONTS IN SHOPPING DISTRICTS. — INDEED ANY DISTRICT WHERE PEDESTRIAN ACTIVITY IS DESIRED. THE CONVENIENCE OF DRIVE-THRU FACILITIES IS REALLY OUT OF PLACE IN AREAS WITH HEAVY PEDESTRIAN ACTIVITY. PARKING LOTS & GARAGES ALSO FALL INTO THIS CATEGORY. THEIR STREET FRONTAGE SHOULD BE MINIMIZED. THE STREET LEVEL OF A MULTI-LEVEL PARKING GARAGE SHOULD BE SHOPS!

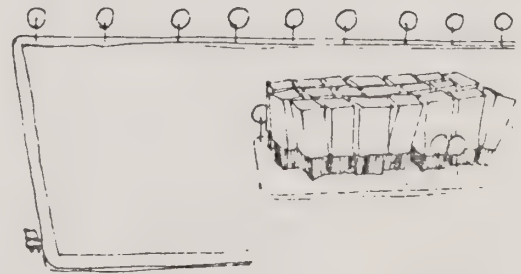
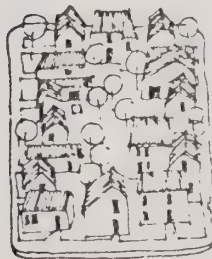
1. TAKE ONE TYPICAL SHOPPING CENTER



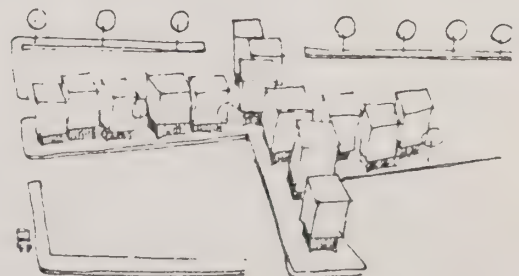
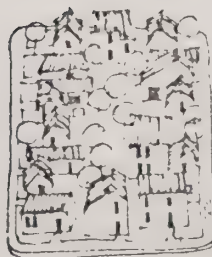
2. SQUASH IT! ELIMINATE UNNECESSARILY HIGH CEILINGS, ELIMINATE THICK FLOORS REQUIRED BY LONG RUNS OF HEATING AND AIRCONDITIONING DUCTWORK, ELIMINATE FALSE PARAPETS USED TO MAKE BUILDING LOOK BIGGER.



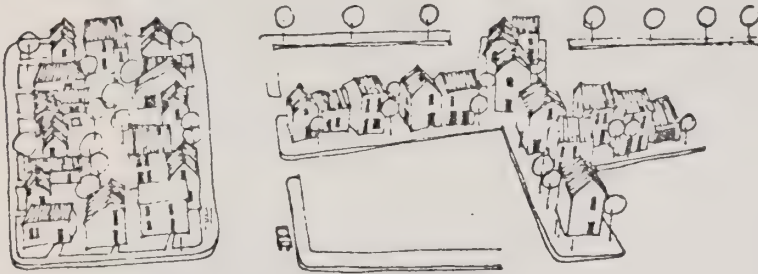
3. FRACTURE IT.



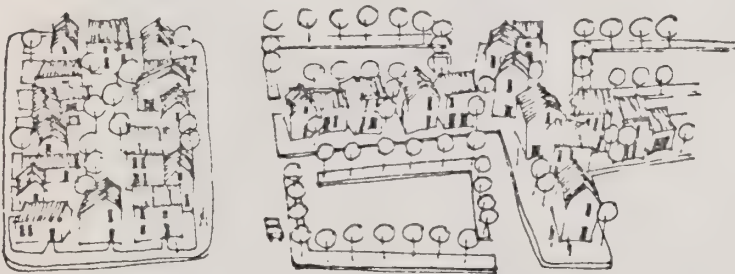
4. REDISTRIBUTE IT. ELIMINATE ISLAND EFFECT.



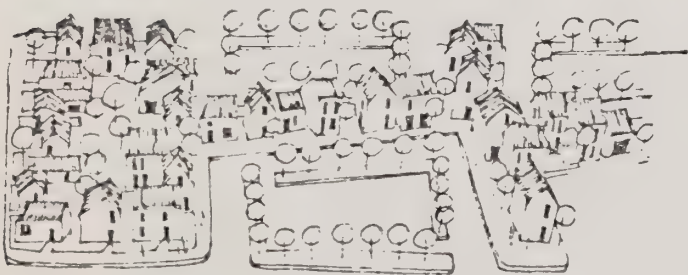
5. NOW THAT WE HAVE LOTS OF SMALL BUILDINGS IN PLACE OF ONE BIG ONE, THERE IS REALLY NO NEED TO BUILD THEM LIKE BIG BUILDINGS; INDEED, IF THEY'RE HOUSE SIZE THEY CAN BE BUILT LIKE HOUSES.



6. NOW IF WE CAN JUST PUT THE PARKING LOTS SOMEWHERE, LIKE ACROSS THE STREET!



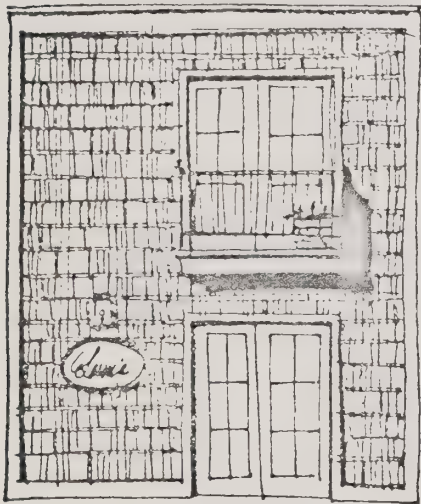
7. IF HOUSES LOOK LIKE SHOPS AND SHOPS LOOK LIKE HOUSES WHY DO WE HAVE A STREET SEPARATING THEM? INDEED, WOULDN'T IT BE BETTER IF WE COULD RECLAIM SOME LAND PREVIOUSLY LOST TO THE AUTOMOBILE AND PUT IT BACK TO USE?



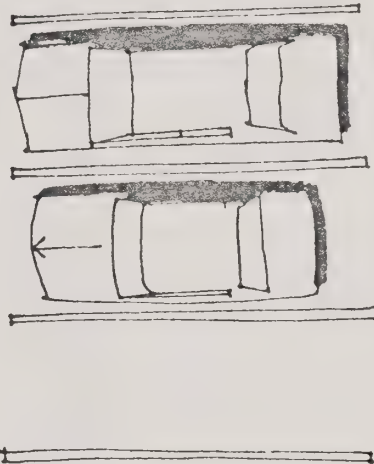
NOW HOW ARE WE TO DECIDE WHERE TO SEPARATE COMMERCIAL FROM RESIDENTIAL? WHY ANYONE COULD OPEN A SHOP RIGHT OUT OF HIS OWN LIVING ROOM! AND LOOK AT THE UNFAIR ADVANTAGE OF BEING RIGHT NEXT DOOR TO WHERE PEOPLE HAVE COME TO SHOP! WHY YOU'LL HAVE PEOPLE SELLING EVERYTHING FROM HOME MADE WOODEN SPOONS TO SHIP MODELS, AND WHY NOT!

Mixed Usage

THE KEY TO AN ACTIVE, LIVELY URBAN ENVIRONMENT IS MIXED USAGE. THE MIXING OF RESIDENTIAL, COMMERCIAL & PROFESSIONAL USES WITHIN A COMPACT AREA ASSURES ACTIVITY THROUGHOUT THE DAY & EVENING.



APARTMENTS OVER SHOPS OFFER AN EXCELLENT OPPORTUNITY TO INTRODUCE LOWER RENT APARTMENTS. THE INTRODUCTION OF PEOPLE LIVING ABOVE STORES REDUCES POSSIBLE VANDALISM DURING OFF HOURS SINCE THERE ARE NO OFF HOURS. COMMERCIAL USE IS MORE THAN A SHOPPING CENTER, IT IS A TOWN...



THE UNFORTUNATE THING ABOUT PARKING LOTS IS THAT THEY ARE EMPTY MOST OF THE TIME. NOT SO WITH MIXED USAGE — THE VERY TIMES THAT SOME LOTS ARE FULL ARE WHEN OTHERS ARE EMPTY. THERE AREN'T REALLY MORE CARS AT CERTAIN TIMES OF THE DAY, RATHER, THE CARS TRAVEL FROM ONE PARKING LOT TO ANOTHER. THE MIXING OF USES MEANS WE ONLY NEED ONE LOT IN PLACE OF TWO, THREE OR MORE.

THE MIXING OF RESIDENTIAL GIVES, TO MANY, AN IMPORTANT OPTION THAT DOES NOT NOW EXIST, TO LIVE WITHOUT AN AUTOMOBILE. THIS IS PARTICULARLY IMPORTANT TO STUDENTS, SINGLES & OLDER PEOPLE TO WHOM THE AUTOMOBILE REPRESENTS AN EXORBITANT & UNNECESSARY EXPENSE.

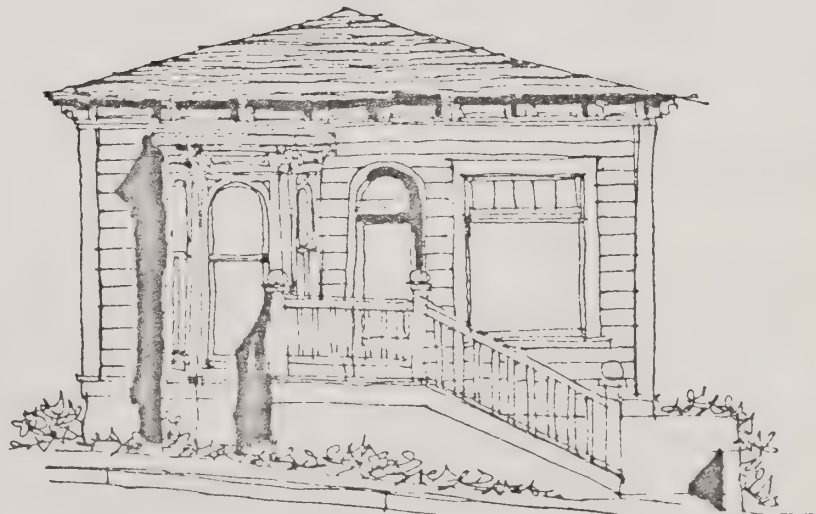
Automobile



THE AUTOMOBILE IS ONE OF THE BIGGEST USERS OF SPACE IN THE URBAN ENVIRONMENT. IT HAS ALREADY SEVERED, BROKEN & DILUTED MANY OF OUR URBAN SPACES. IT HAS YEILDED ALTERNATIVE TRANSPORTATION METHODS USELESS. THE AUTOMOBILE MUST BE ACCEPTED AS A MEANS OF TRANSPORTATION BUT NOT THE ONLY MEANS, AS IT HAS BEEN. WE MUST NOT ALLOW IT TO GUIDE OUR THINKING AS HAS BEEN SO TRUE IN THE PAST. AT TIMES IT SHOULD BE DIFFICULT TO FIND PARKING, THIS PROMPTS US TO WALK A FEW BLOCKS WHEN WE WOULD OTHERWISE DRIVE.

History

IT IS ALL TOO EASY TO TEAR DOWN OUR PAST. A CITY NEEDS A SENSE OF PERMANENCE, A CONTINUITY FROM THE PAST TO THE FUTURE. FOR A CITY OVER 200 YEARS OLD, THERE ARE SURPRIZINGLY FEW EXAMPLES OF THIS HERITAGE LEFT.



RESIDENCE AT 2ND AVE & ELM DATING BACK OVER ONE HUNDRED YEARS.

Urban design is not just an academic discipline, or the folly of visionary planners and architects; neither is it coldly oriented to physical things rather than to people and their experiences. It is concerned, above all, with the visual and sensory relationships between people and their environment, with their feeling of time and place and their sense of well being.

Application of good urban design produces a logic and cohesion in the physical form of the city, and a respect for the salient features that give character to the city and its districts. It is concerned with both preservation and development, and not with one to the exclusion of the other. It illustrates that man can do great things in cities, but it also shows him that he must have the humility to live with the environment rather than attempt to master it. Urban design is inseparable from economic and social vitality, and it has a major role in making the city at the same time more enjoyable.

Urban design planning is a response to human needs. It is part of the process of defining quality in the environment, and quality is based upon human needs. Quality means degree of excellence, and when applied to cities it depends upon pleasing physical relationships, a fitting together with scale and interest and without jarring contrasts. Over time, quality means cultural heritage and things and values that last. For the city's residents it means a good life, and the ability to take for granted a certain measure of security, health, comfort, enjoyment, convenience, and freedom from overcongestion and pollution. Quality in life must also include a chance for privacy, for interesting activity and for achievement.

Development tends to follow a self-sustaining cycle of space needs, jobs, profits, taxes, and national status that maintains the pressures for growth. In the long run, however, the most important effects upon the city are not economic but physical and social. Some of these effects are positive, or can be made so, but modern changes tend to be extremely potent and to have sharply visible negative effects: disruption of skyline form, increased auto traffic, more roadway, less open space, loss of older buildings and features, greater density and congestion, and pollution of the living environment. There is a question of the form the city is taking and will take in the future as growth continues. With this expansion will come a strain on city services beyond their reasonable capacity. There is already an increasing need for streets, open space and other amenities, public services, economic resources, and other facilities.

Not all of San Diego's physical problems come from growth. On the contrary, many are produced by the counter-trend of deterioration. Some areas of the city are not favored by economic forces and have declined in vitality and appearance. Other areas are subject to 'decline by design,' which occurs when homeowners fail to maintain their property while waiting for increased density zoning and a concomitant boost in land values to sell out to developers to construct high rise office and apartment buildings.

The City of San Diego has been actively fostering an intensive program in regional and citizen participation planning. These efforts have produced a General Plan and numerous Community Plans which serve as guidelines for development in the City of San Diego. The planning

effort to date, however, has produced abstract guidelines and new concepts of development, impossible to successfully enforce through present zoning legislation and practices.

There has also been a realization, exemplified by the recent coastal and height and sign limitation legislation of the need for an urban design perspective. It is widely recognized that it is not height, development along the coast, or development of undeveloped areas that are a problem, but rather how those developments physically relate to their natural framework and the economic and social community of which they are a part. In short, a comprehensive urban design framework is needed to speak to the quality of life, the conservation and creative use of the natural and manmade amenities, and the harmonious redevelopment and new development of areas of our city.

Appendix E

Regulatory System Background

A POLICY GUIDE TO EVALUATIONS OF POLICY RELATED RESEARCH ON DEVELOPMENT CONTROLS AND HOUSING COSTS

FINAL REPORT--AUGUST 1974

REVIEW AND EVALUATION OF RESEARCH ON THE EFFECTS OF LAND
USE CONTROLS AND HOUSING COSTS -- A PROJECT SUPPORTED BY
RESEARCH APPLIED TO NATIONAL NEEDS, DIVISION OF SOCIAL
SYSTEMS AND HUMAN RESOURCES, NATIONAL SCIENCE FOUNDATION,
WASHINGTON, D.C. 20550

*THE VIEWS EXPRESSED HEREIN ARE THOSE OF THE RESEARCHERS AND
SHOULD NOT BE ASCRIBED TO THE NATIONAL SCIENCE FOUNDATION.*

EDWARD M. BERGMAN
PRINCIPAL INVESTIGATOR

THE CENTER FOR URBAN AND REGIONAL STUDIES
UNIVERSITY OF NORTH CAROLINA
CHAPEL HILL, NORTH CAROLINA 27514

1-0-107-5215-XA278

DEFINING THE POLICY ISSUE

Where the urban development control literature once focused on the relatively benign principles of applying these controls for the organizing and coordinating of sound development patterns, only rarely is one now likely to read an article about development controls which is not discussed primarily, or entirely, in terms of its effect on the provision of housing services. Exclusionary zoning is perhaps the foremost example: the very term "exclusionary" connotes intentional denial of housing choice within the zoning jurisdiction. On the other hand, it is equally difficult to peruse the housing literature without taking note of the importance placed on land use or other development controls in determining the total supply and spatial distribution of housing opportunities.

The important link which unites these two areas is the cost of housing services which are traceable to the effects of development controls (e.g., zoning ordinances, subdivision regulations, building codes). For example, while attention is rightly paid to the overt racial discrimination which still operates in many housing markets, it is exceedingly difficult to separate the overt racial discrimination effects from the income discrimination effects due to the high correlation between race and income. Until one can decisively account for racial exclusion from housing markets due to income and housing cost factors, the incidence of overt discrimination cannot be readily assessed. And until the cost of housing is known to vary in predictable ways depending upon the mix of land use controls that affect it, decision-makers will remain unsure of which policy instruments to rely upon in the quest of opening housing opportunities to all.

Most of the discussion concerning the effects of development controls on housing costs as found in the literature has centered on a tightly related set of issues: residential exclusion, household profiles of various income mixtures, "incompatible" micro-patterns of housing by cost and tenure, and spatial distribution of housing costs, and household incomes. These policy issues, like most, are primarily distributive in nature and are probably the most troublesome to deal with. However, the intentional use of development controls to artificially increase housing costs for purposes of income "screening" also produces repercussions throughout the entire housing market which are less well recognized. Housing costs which are unduly inflated through development controls for purposes of income screening or exclusion tend to absolutely reduce the total volume of new residential construction and they limit the market, thereby eliminating a very sizable segment of the potential moderate-to-middle income household demand. This fact is well recognized by tract builders and other housing developers who would likely welcome the enlargement of their mass markets, particularly in view of the lengthy moratorium on federally subsidized housing which has comprised up to 30 percent of new housing starts in recent years.

The crux of the matter boils down to this: how much is actually known about the effects of development controls on housing costs? Unless and until this question is resolved, the discussion of many interesting and important policy issues surrounding the application of development controls and the provision of housing services remains at

the level of enlightened conjecture. To that end, we have evaluated the existing research which provides empirical evidence on the link between development controls and housing costs.

The remaining portions of this executive summary will present highlights from the findings of our evaluation and an outline of the steps required to evaluate the research on this important topic.

AN EVALUATIVE SUMMARY

The existing research on development controls and housing costs is confined to analyses of zoning ordinances and building codes. Turning first to zoning, the available research demonstrates very clearly that housing costs are dependent upon density. Large lot, low density zoning is instrumental in establishing minimum price floor which tends to eliminate a significant number of households from the market for new houses. A clear implication is that rezoning land for smaller lots and other dense residential uses will help lower the cost of land and the cost of related housing components to more affordable levels. There can be little question about the beneficial implications of rezoning for more and denser residential development, even if the resultant cost reductions are insufficient to allow the purchase of new homes by all households of moderate means. However, less restrictive zoning is also urged because our evaluations of existing research and the relevant literature strongly suggest that current zoning practice may also cause the price of smaller, less costly housing units to be unnecessarily high in comparison with housing which is more commodious and expensive. It is, therefore, imperative that less restrictive zoning be encouraged so as to lower even further the price of the least expensive housing by removing the "regressive" premium now placed on such housing through the current practice of low density zoning.

Our research on building codes show that modest cost reductions can be realized if local codes are modified to reflect the least restrictive provisions of the major model codes (BOCA, ICBO, SBC, etc.). Even though modest, the expected housing cost reductions are worth the redrafting of local building codes along these lines. However, here again, our evaluations of the existing research and literature point to additional cost reductions which might be realized over the longer term from a more ambitious effort that would devise and adopt building codes which conform to reasonable performance levels.

While our evaluations and recommendations are directed to those policy-makers who are in position to influence development controls, rezoning and revision of building codes are also highly desirable from a policy-research viewpoint. The policy relevance of revising development controls from a research perspective may be traced to the relative paucity of code revisions which, ideally, researchers should study to reach conclusions about potential housing cost effects. Nearly all of the existing research observed current variations in development controls and housing costs; the variation in development controls was infrequently the result of deliberate revision and therefore its potential for reduction of housing costs was not directly analyzed. Hence, our recommendation for less restrictive experimentation with all development controls.

AN OVERVIEW OF EVALUATION PROCEDURES

An overview of the procedures which were followed in evaluating the research on development controls and housing costs is presented here for two reasons. First, so that policymakers might be better able to assess the credibility of our appraisal of policy relevance in light of the general procedures employed in our evaluations. Second, such an overview provides a general guide to our detailed volumes which contain particular procedures or approaches that policy-makers care to consider in "tooling up" for future evaluations of policy relevant research. (1)

(Pages 7 through 14 of original document not included.)

that the line between the two is often blurred in definition and has overlapping policy relevance in reality. Despite the difficulties which surround the definition of research producers, a host of other difficulties and conflicts characterize this interest: trading off quickly completed research projects on "perishable" policy issues against longer-term projects which assure higher quality research standards and reliability of findings; alignment of policy needs and researcher interest; academic freedom and politically sensitive findings of policy research; discerning of policy areas which research might benefit. There are only a few issues of policy relevance to the producer sector, and our evaluations tend to address those toward the end of this incomplete listing.

Finally, there is a group of people who possess technical skills in some ways comparable to the researcher, but who are also attached as technical advisors to politically oriented decisionmakers. At local, regional and state levels of government, these are frequently staff members of a planning department who advise policymakers on matters of housing and development controls. These technical staff personnel interpret research findings for those policymakers who lack, or fail to exercise, technical skills. This technical staff policymaker alliance increasingly typifies activities in many state and local government situations, although Caplan tends to find the two roles combined as one at the federal level. This combined role is what Caplan terms the "Clinical Orientation":

They combine two basic skills. First, they gather and process the best available information they can get to make an unbiased diagnosis . . . the internal logic of the problem. Next, they deal with the action issues in terms of existing social and political constraints . . . the external logic of the problem. (16)

In many ways, our effort in these volumes parallels the "Clinical Orientation" in that we provide technical assessments of available research on development controls and housing costs and try to point out their policy implications. Still, our technical assessments and the way we suggest making them relevant to policymakers are of most interest to the technical staff person acting as a research interpreter.

- (1) A limited number of copies of the reports titled "Internal Validity of Policy-Related research on Development Controls and Housing Costs" and "External

(16) Ibid.

The following portions of this section will discuss the policy relevance of research on development controls and housing costs from the perspectives of policy research users, policy research producers, and policy research interpreters.

USERS OF POLICY RELATED RESEARCH

The ultimate users of research for policy purposes have first an immediate interest in the findings of existing research on development controls and housing costs. We have weighed the findings from available research and are able to offer the following comments on the cost effects of building codes and zoning ordinances.

The existing research on building codes tends to show that structure costs of houses built in communities which base their building code on one of the major codes (BOCA, ICBO, NBC, SBC, UBC, BBC) are slightly lower (5 percent or less) than costs experienced in communities with other types of building codes. It would thus appear that building code revision offers only marginal relief in the way of potential cost reduction. But a general point which frequently escapes attention when interpreting the findings of empirical research is worthy of mention here. Put very simply, empirical research is only able to systematically gather and analyze the range of existing experience (or variance) contained within a current sample.

Thus, the cost savings implicit in the observed practices of the least restrictive community may not reflect the latent potential for savings for the least restrictive code possible. Yet for some communities whose building codes are more restrictive than the average, the cost savings are likely to be even greater simply by adopting what are currently identified as relatively unrestrictive codes. These cautions are another way of stating that the average potential savings of under 5 percent are probably conservative, based as they are on what we now know. (17)

We submit that the existing evidence which shows only marginal savings in housing cost from building code revisions should not be considered by policymakers as a serious deterrent to code reform. In fact, the only sure way we have of assessing decisively the potential cost effects of dramatic code revision is to make such revisions in a number of areas and then study the results. The willingness to experiment with code revisions might also be accompanied by a commitment of resources, however modest, to align the purely administrative record keeping of code-related data with the reporting needs of researchers, and thereby allow subsequent evaluations. Therefore, policymakers have a direct interest in code revision to lower costs and an indirect interest in providing the experience necessary for a thorough research appraisal of those cost effects.

The policy relevance of research on zoning and housing costs is both definitive and ambiguous. The definitive aspect of this research firmly establishes that the price of building lots and houses is

(17) See E.M. Bergman, et al., "External Validity," pp. 207-211 for more discussion of this point.

dependent upon residential density and density-related residential uses. Although it is seemingly obvious that the cost of building lots and structures built thereon would rise as the size of building lots (the inverse of density) also rise, the research on this matter should put to rest whatever speculation remains that lot size and housing costs are unrelated. (18) There is, however, an ambiguity in this regard, for most of the research studies analyze density per se. That is, are the lot sizes (and measures of housing cost) observed reflecting the minimum size which zoning requires, or are there other more important factors (consumer preferences, tradition, builder practice, other regulations, etc.) which effectively determine the lot size/housing cost relationship? Many of the researchers who mentioned this ambiguity assumed it to be either trivial or obvious. We find this ambiguity troublesome and worthy of further investigation, but we do not think that such an investigation would alter the conclusions reached above for two reasons. (19) First, the rapidly escalating price of urban land and other housing components combined with the propensity of mortgage lenders to avoid residential districts characterized by disparate housing types, sizes, and prices would tend to force developers to erect houses on lots very close to the minimum allowed by zoning. Second, even if the existing research observed the costs of housing built at preferred rather than minimal densities, such evidence may be used to characterize the density-cost relationship without serious error.

There is another research ambiguity of more importance to policymakers. This involves the observed lack of a one-to-one relation between increases in lot size and increases in land costs. The relation can be summarized as one of decreasing per unit costs. Such a relation, it might be argued, is evidence that policymakers should not be greatly concerned about zoning density because it does not unilaterally determine the cost of residential land and because cost does not rise commensurate with lot size. We would reject the conclusions offered by this argument on two grounds. First, land and housing costs are lower on smaller lots and, even if not proportionately lower, this is of great importance because for every \$1,000 of housing cost reduced, the proportion of families who can afford housing dramatically increases due to the shape of the income distribution.

Second, the decreasing unit costs noted and the widely acknowledged propensity of municipalities to overzone for large lots and underzone for small lots strongly suggests that zoning itself may be responsible for decreasing unit costs. This is little more than an application of the familiar supply-demand-price relationship from basic micro-economics which would "explain" the relatively low price per acre of overzoned land for large lots (excess supply) and the high price per acre of underzoned land for small lots (insufficient supply). If this explanation is in part responsible for the relative differentials in per unit housing costs (and "if" is the proper qualifier because research has yet to provide reliable findings regarding this explanation; hence the ambiguity arises from suggestive evidence without definitive findings),

(18) Ibid., pp. 184-204 and pp. 211-215.

(19) See E. M. Bergman, et al., "Internal Validity," pp. 42, 43, 59, 60.

then there are important distributive effects at work here. (20) Were zoning instead to allocate land for large and small lots roughly in proportion to need or "demand," then the observed per unit cost differentials could narrow somewhat. The obvious benefits include a lowering of average housing costs, but less obvious are the distributive benefits. The latter are realized because costs of less expensive housing on small lots would drop, while the cost of housing built on larger lots would not drop and they might even rise somewhat. Put somewhat differently, the per unit price differentials which are due to zoning-induced imbalances of supply currently exact a premium or "hidden tax" on smaller lot, lower cost housing, but such imbalances do not adversely affect the price of large, lot, more expensive housing.

While this relation has yet to be demonstrated satisfactorily by research, policymakers are still in a no-loss/possible-gain situation. If rezoning improved the balance of land devoted to large and small lots and per unit cost differentials did not narrow appreciably, nothing would be lost, although the selection of large lot sizes would diminish somewhat as the selection of small lot sizes expanded. On the other hand, if rezoning did reduce per unit cost differentials, then an increased number of families could afford housing which would be less expensive on a per unit cost basis and which would be less expensive on an overall cost basis. Further, no matter which effect played itself out in a given area, the experience can then be analyzed further as in the case of the building code revisions suggested above. This is very important for there may be other factors which give rise to per unit cost reduction in some circumstances, but not in others, and these can be known only if a substantial number of policymakers bring their influence to bear on decisions to rezone.

There is one last point which derives from research findings and the literature that has implications for the willingness of policymakers to engage in experimental revision of building codes, zoning ordinances, and a number of other development controls. This involves the possible interaction between the several development controls (generally deemed to be the independent variables subject to policy control) and the cost of housing variously measured (the dependent variable). Since existing research indicates that development controls are interrelated (referred to as multicollinearity or intercorrelated independent variables in research argot) and arguments made in the conceptual literature would expect these interrelations to exist, the "whole" cost-reducing effect of a systematic experiment in code revision may significantly exceed the "sum" of cost reducing effects averaged over several identical communities which each revise in piece-meal fashion. Therefore, the cost-savings in housing may well be greater for those communities which are bolder in their code revisions, and of course their experience might also shed additional light on the manner in which development codes interact.

PRODUCERS OF POLICY RELATED RESEARCH

As we noted in the introductory passages of this section, the producer sector is comprised of sponsors and researchers and the line between

(20) E.M. Bergman, et al., "External Validity," pp. 213-215.

them is sometimes blurred, particularly with regard to the policy relevance of research production. Still, the comments which we will offer here will largely be directed first to the sponsor and second to the researcher.

One of the by-products of our seeking existing research to evaluate is a clearer idea of what the policy instruments are which fall under the rubric of development controls. In general, we sought to identify those development controls which tend to constrain legally certain identifiable forms of residential development. Accordingly, a host of other policy instruments were omitted which, while they sometimes affect housing costs, cannot properly be thought of as development controls. Among those deliberately omitted were municipal fiscal policy, both tax and expenditure (including grant or revenue sharing), effect of unionization, open occupancy regulations, and so on. Still, the list which remains is long indeed:

- Zoning Ordinances
- Building and Mechanical Codes
- Housing Codes
- Subdivision Regulations
- Aesthetic or Appearance Regulations
- Growth Management (Staged Public Investment programs,
"Ramapo-style" adequate public facilities, ordinances, etc.)
- Development Moratoria
- Flood Control Ordinances
- Water Quality Ordinances
- Air Quality Ordinances
- Environmental Protection Ordinances
- Open Space Programs
- Land Banking
- Transfer of Development Rights
- Development Control Administration

Despite the number of controls on this list, and their potential for affecting housing costs, we were able to find a rather small amount of empirical research on only the first two development controls. This is not to say that no other research exists, but it can be said without fear of contradiction that the effects which these remaining controls have on housing costs are inadequately researched. Some of the unresearched controls are relatively new, e.g., environmental protection, and data for analysis of such controls might not become available for some time. Other controls have been studied but not with an eye toward possible impacts on the cost of housing.

(END OF THIS SECTION)

APPENDIX E

(Continued)

(F) Fallbrook
(P) Poway
(S) Santee
(R) Rainbow
(VC) Valley Center
(LG) Lemon Grove
(LK) Lakeside
(SDG) San Dieguito

RESIDENTIAL LAND USE DENSITIES

<u>Category</u>	<u>Density</u>
(LK) Light Agriculture	1 du/4 acres
(SDG), (F) Light Agriculture	1 du/8 acres
(LK), (F) Heavy Agriculture	1 du/8 acres
(VC) Multiple Use Open Space	1 du/4 acres (2-1/2 acre option)
(VC) Open Space Reserve	1 du/4 acres (2-1/2 acre option)
(VC) Light Agriculture	1 du/2-1/2 acres
(LK) Small Farms II	1 du/2 acres
(SDG), (VC) Rural Estates	1 du/2 acres
(P) Rural Residential	1 du/2 acres
(LK) Small Farms II	1 du/2 acres
(LK) Small Farms I	1 du/1 acre
(R), (SDG), (VC) Rural Residential	1 du/1 acre
(P) Estate	1 du/1 acre
(F) Agricultural Estates	1 du/1 acre, 2 ac, & 4 ac (Based)
(F) Multiple Use Open Space*	1 du/1 acre, 2 ac, & 4 ac (on)
(F) Open Space Reserve	1 du/1 acre, 2 ac, & 4 ac (Slope)
(S) Low (PRD)	Up to 1 per acre
(P) Planned Estate Development	Up to 2 per acre
(F) Very Low	2 du/1 acre (2.5 du/ac if PRD)
(SDG) Very Low	2 du/1 acre
(P) Planned Estate Development	Up to 3 per acre
(LK) Very Low	
(SDG) Medium Low	Up to 3 du/acre
(F) Low	4 du/1 acre (5 du/ac if PRD)
(P) Low	6000 sq. ft. - 10,000 sq. ft. lots
(P) Low (PRD)	Up to 5 per acre
(LK), (S) Low	Up to 5 per acre
(LG) Low	Up to 5 per acre (S.F.D. only)
(LG) Low (PRD)	Up to & per acre (S.F.D. and apts.)
(F) Low Density (MHP)	5 du/1 acre
(VC) Mobilehome Park	5 du/1 acre
(R) Planned Residential Development	Up to 6 per acre
(SDG) Low	Up to 7 du/acre
(LK), (P) Medium	Up to 8 per acre
(LG) Medium	Up to 8 per acre (S.F.D. & duplexes)
(LG) Mobilehome Park	Up to 8 per acre

* Adopted and applied by Fallbrook Plan Group, but removed by Executive Committee before plan presented at public hearing.

	<u>Category</u>	<u>Density</u>
(P)	Medium (MHP)	Up to 8 per acre
(SDG)	Medium	Up to 10 per acre
(F)	Resort Residential	10 du/1 acre (12 du/ac if PRD)
(LG)	Medium (PRD)	Up to 12 per acre (SFD up to 5 per)
(F)	Medium Density	12 du/1 acre (15 du/ac if PRD)
(S)	Medium (PRD)	Up to 12 per acre
(SDG)	Medium High	Up to 16 du/acre
(F)	Medium High Density	20 du/1 acre (25 du/ac if PRD)
(LK)	High	Up to 20 per acre
(S)	Medium High	Up to 25 per acre
(P)	Medium High	Up to 25 per acre
(SDG), (LG)	High	Up to 25 per acre

Special Residential Categories

(F)	Planned Village Development (PVD)	2.75 du/1 acre
(P)	Urban Reserve	(no set density)
(S)	Future Urban	(no set density)
(R)	Valley Reserve	(no set density)
(F)	Village Commercial	(commercial & residential @ 32.6 units/1 acre)

Other Residential Categories

(P), (LK), (R)	Multiple Use	(very low density)
(LK), (P)	Rugged Terrain	(very low density)
(R), (P)	Greenbelt	(limit development)
(S)	Restricted Greenbelt	(limit development)
(LK)	Open Space	(limit development)

Other Categories (no densities)

(LG)	Light Agriculture (dairy)
(R)	Light Agriculture
(P)	Light Agriculture
(S)	Greenbelt - Recreation - Open Space
(SDG)	Floodplain
(SDG)	Lagoon
(S)	Minor Commercial (5 acres)
(P), (VC)	Neighborhood Convenience Center (5 acres)
(LK), (S)	Neighborhood Convenience Center (5 - 10 acres)
(P)	Neighborhood Convenience Center (5 acres)
(LG), (F)	Neighborhood Convenience Center
(F)	Highway Convenience Center
(LG)	Highway Commercial
(R)	Highway Services
(VC)	Community Commercial
(SDG)	Neighborhood Commercial
(SDG), (P)	General Commercial
(R)	Local Services
(LK), (F)	Community Commercial
(LG)	Downtown Commercial

Category

(LG)	Professional - Office
(S)	Community - Retail - Office
(SDG)	Retail - Office - Professional
(VC)	Commercial/Industrial
(F)	Commercial/Industrial
(P)	Low Compatibility Commercial
(LK), (LG)	Light Industry
(F)	Light Industry
(F)	Industrial Park
(SDG), (S)	Industrial
(LG)	Medium Industrial
(LK)	Heavy Industrial
(LK)	Extractive Industrial

LAND USE ELEMENT OF THE COUNTY GENERAL PLAN:

Residential (Low Density)	I to II Dwelling Units per Acre
Residential (High Density)	Over II Dwelling Units per Acre
Rural Residential	Prevailing Lot Size
Industrial	
Commercial	
Agriculture	
National Forest	
Multiple Rural Use	
Mountain Development	
Public	
and other categories (9)	

SUMMARY OF ZONE CLASSIFICATIONS

The San Diego County Zoning Ordinance now includes 36 zone classes divided into groups as follows:

Agricultural — 5, Residential — 14, Commercial — 4, Industrial — 4, Other — 9. The Zoning Ordinance also lists numerous "special" uses which are allowed in one or more zone categories on issuance of a Special Use Permit. Major provisions of each zone category, except the Parking Zone which is self-explanatory, are summarized below.

Agricultural Zones

- A-1** One single-family dwelling on a minimum building site of (1), (2), (4), or (8) acres, plus farm employee housing. Crops of all kinds, plus 25 poultry and/or small animals plus a limited number of cattle, sheep, goats and swine. For example, on parcels over four acres in size slightly more than one bovine animal or one sheep may be kept per acre. Horses for personal use may be kept in most zones.
- A-2** Same uses as A-1, except that the minimum building site is (4) or (8) acres, plus unlimited poultry and small animals.
- A-3** Same uses as A-2, plus dairies, stock feeding and hog ranches on issuance of a Special Use Permit.
- A-4** Same uses as A-3, except that dairies, stock feeding and hog ranches are permitted without limitation.
- E-2-B** One single-family dwelling on a minimum building site of one-half acre. Crops of all kinds, poultry and small animals without limitation and a maximum of two bovine animals, sheep, goats, or swine.

Residential Zones

- E-1** One single-family dwelling on a minimum building site of one acre. Crops of all kinds, and a family supply of poultry and animals. "Family supply" means not more the 25 poultry and/or small animals, and not to exceed two bovine animals, sheep and/or swine.
- E-1-A** Same as E-1, except that the minimum building site is one-half acre.
- E-1-B** Same as E-1, except that the minimum building site is two acres.
- E-1-C** Same as E-1, except that the minimum building site is four acres.
- R-1(15)** One single-family dwelling on a building site at least 15,000 square feet in area. Crops of all kinds, and a family supply of poultry and animals.
- R-1** Same as R-1(15), except that the minimum building site is 10,000 square feet.
- R-1-B** Same as R-1, except that the minimum building site is 7,500 square feet.
- R-1-A** Same as R-1, except that the minimum building site is 6,000 square feet.
- R-2** One single-family dwelling or one duplex on a minimum building site of 6,000 square feet. Crops of all kinds, and a family supply of poultry and animals. On the issuance of a special use permit, mobilehome parks.
- R-2-A** Same as R-2, plus alternate of two single-family dwellings on a building site at least 125 feet in depth.
- R-3** A one-family, two-family, or multiple dwelling or dwelling group on a minimum building site of 6,000 square feet, provided there is at least 1,500 square feet of land area for each dwelling unit. On the issuance of a Special Use Permit, mobilehome parks.
- R-4** Same as R-3, plus hotels, institutions and hospitals, and on the issuance of a Special Use Permit, motels, trailer parks and mobilehome parks, at least 1000 square feet of land area for each dwelling unit.

- R-5** Same as R-1-A, except that the minimum building site is 4,000 square feet.
- PRD** Planned Residential Development. Maximum dwellings per acre indicated by number in parenthesis. (No.)

Commercial Zones

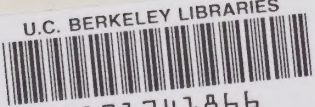
- R-P** Multiple dwellings, apartment hotels, clubs, lodges, ambulance services, hospitals, rest homes and sanitariums, administrative and professional offices and limited related drug store, restaurant and service operations.
- C** Motels, offices and retail businesses conducted inside buildings, some outside use with Special Use Permit, signs pertaining to such offices and businesses. All uses permitted in the R-4 except mobilehome parks and trailer courts. No minimum lot or building site area requirement for businesses uses. Multiple dwellings as a principal use require a Special Use Permit.
- C-1** Same as C, plus kennels, without requirement that all operations be within a building.
- C-2** Same as C-1, plus warehouses, wholesale businesses, and limited light manufacturing.

Industrial Zones

- M** All retail, office, service, wholesale and warehousing uses permitted in the C-2 Zone, except commercial outdoor advertising, plus industrial plants which are not obnoxious or offensive due to odor, dust smoke, gas, noise, or vibration. No dwellings except for watchmen or caretakers. All operations must be conducted inside buildings. Some outside use with conditions. Minimum building site area 6,000 square feet.
- M-1** Agriculture, business and industrial operations, except a specified list of obnoxious industrial uses. The storage of unoccupied, moved-in buildings and automobile wrecking yards are allowed by Special Use Permit. No minimum building site area.
- M-2** Same as M, except that uses are not required to be conducted inside buildings, plus other industrial operations. A specified list of "obnoxious" uses are not permitted.
- M-3** Same as M-2, plus all other industrial uses, except a specified list of "obnoxious" uses which are allowed only by Special Use Permit.

Other Zones

- P** Parking Zone.
- T** Temporary. Used to prevent premature urban or nonurban development until more precise zoning regulations are prepared. Changes to other zones will be made dependent upon the availability of services or adopted, or contemplated planning proposals. Permitted uses are similar to A-1 Zone. Minimum building site (2), (4), or (8) acres.
- LC** Limited Control. Was applied to that land not included in a Zoning District as of 12-31-69. Will be converted to more appropriate zoning through implementation of long range planning program. Present permitted uses similar to A-4 Zone. Any other use by Special Use Permit.
- (LC-A)** Limited Control. Same as LC, except permitted uses similar to A-1 Zone.
- FP** Flood Plain Overlay Zone. Permits uses in underlying zone. Puts controls on land subject to inundation under 100 year frequency flood conditions.
- FC** Flood Channel Overlay Zone. Permits uses in underlying zone. Provides regulations in which flood control structures and facilities are planned to be installed.
- SP** Scenic Preservation Overlay Zone. Permits uses in underlying zone, except off-site signs; however, provides for modification or supplementation of underlying zone uses.
- CD** Coastal Development Overlay. Permits uses in underlying zones; however, provisions of same may be added to or supplemented.
- OS** Open Space Zone. To be applied only to lands shown on the Open Space Element Map of the San Diego General Plan 1990.



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